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ABSTRACT

This booklet is intended to aid board members and administrators of independent American overseas schools in developing the policies and working relationships necessary for the effective operation of such schools. It mainly emphasizes the principles of boardsmanship and administration and presents guidelines for the development of policy and procedural manuals, rather than dealing with the details of day-to-day school operations. The policy function of the board is stressed, and guidelines for policy development are included. Individual chapters focus in turn on the constitution and bylaws of independent overseas schools, the role of the board, the role of the chief administrator, guidelines for policy development, and the development of abridged policy manuals or handbooks for staff members, students, and parents. The appendix includes sample guidelines for new board members, a suggested outline for a comprehensive policy manual, and a brief bibliography of relevant publications. (Author/JG)

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A GUIDEBOOK FOR THE GOVERNANCE AND MANAGEMENT OF OVERSEAS SCHOOLS

by
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FOREWORD

The Maghreb Association of International Schools (MAIS) is pleased to have participated in the development of Dr. Don M. Dafoe's "A Guidebook for the Governance and Management of Overseas Schools." The member schools of the Maghreb Association of International Schools are representative of the overseas schools around the world which face continuously the problem of developing and maintaining appropriate policies and procedures for the rational operation of individual schools. The Maghreb schools are typical of most overseas schools also because of the small size of the institutions, the uniqueness of problems to each school, and the rapid turnover of people who are involved with the schools.

Dr. Dafoe's "Guidebook" offers to us in the Maghreb schools principles of management and policy development which can help our schools minimize the problems of limited size, rapid turnover, and unique conditions. We hope that other overseas schools will find it equally as useful.

This guidebook is the result of the identification of a common need for assistance in policy development not only in the Maghreb Association on International Schools but in other overseas schools as well. Dr. Dafoe is to be commended for his efforts on the behalf of U.S. overseas schools. The Office of Overseas Schools of the United States, State Department is also thanked for its generous financial and technical assistance in this project.

Milton D. Jones
Past President
Maghreb Association of International Schools

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ABOUT THE AUTHOR

Dr. Don M. Dafoe is a widely respected educator who has held responsible positions at the local, state, and national level in both public elementary and secondary education and higher education. Most recently he served as Executive Vice President and Professor of Education at the University of Alaska where emeritus status for both positions was conferred upon him by the Board of Regents in May 1976.

Dr. Dafoe began his career in education in Idaho, serving as a teacher, principal, and superintendent of schools. In 1953 he completed two years as an assistant superintendent of the Anchorage, Alaska, public schools, and then for six years was Commissioner of Education for Alaska. He then joined the U.S. Office of Education's State School Systems division for two years before returning for a five-year stint as superintendent of the Anchorage schools. In 1966 he became Provost of the Southcentral Regional Center of the University of Alaska and Dean of Anchorage Community College. From 1969 to 1971 he was Executive Secretary of the Council of Chief State School Officers with headquarters in Washington, D.C.

Dr. Dafoe holds a B.A. degree from State Teachers College, Valley City, North Dakota; an M.S. degree from the University of Idaho; and an Ed. D. degree from Stanford University. He is the author of several other publications, has been active in many state and national organizations, and has been the recipient of numerous honors.

Dr. Dafoe currently is an Adjunct Professor of Education, Center for Northern Educational Research, University of Alaska, and owner and manager of Dafoe and Associates, a management advisory and contract service firm. He lives in Willow, Alaska.

E. Dean Coon
Center for Northern Educational Research

INTRODUCTION AND ACKNOWLEDGEMENTS

In his recent publication, *American Elementary and Secondary Community Schools Abroad*[1], Dr. Paul T. Luebke, Deputy Director of the Office of Overseas Schools, Department of State, notes that during the 1970's approximately eight out of every 1,000 American citizens are living abroad. About 80 per cent of these are military personnel or dependents whose educational needs are served by schools operated by the Department of Defense. The dependents of the other 20 per cent, made up of about 40 percent government civilian employees and 60 per cent private sector employees, largely are provided with educational opportunities through community schools which are private, independent institutions owned and operated by the users. Their primary purpose is that of providing educational opportunities similar to those which would be available " at home" with the secondary purpose of using American style education as a means of improving international and intercultural understanding.

It has been a pleasure and a privilege for me to have the opportunity to provide some advisory service to overseas school administrators and governing boards in Europe, Southeast Asia and Africa during the 1970's. From these experiences came the realization that these overseas schools, serving a select population above average in education and training and largely occupying positions of responsibility and leadership, operate under widely varying local conditions which present a host of challenges as well as opportunities.

Overseas schools have been called " schools without memories " because of the comparatively high turnover of chief administrators, instructional staffs and board members, all of which is to be expected in an overseas situation. Dr. Finis E. Engleman has aptly described some of the complexities, the widely varying conditions and the special governance and administrative needs of overseas schools in his pamphlet, *Overseas School Boards and Their Chief School Administrators*[2]. As he observes, however, although varying conditions may require differing operational procedures, management principles may be identified which are applicable to all.

Out of this latter premise came the impetus for this guidebook, which is not intended to be <u>about</u> the overseas schools but primarily <u>for</u> the boards and administrators of these schools. From discussions with board members and administrators in Europe and Southeast Asia, and particularly with the Mahgreb Association in Tunis in March 1975, evolved the concept of a handbook devoted primarily to setting forth principles of boardsmanship and administration and guidelines for the development of policy and procedural manuals. A proposal submitted to the Mahgreb Association for such a publication was reviewed and an agreement entered into in February 1976.

Let me stress the point that this publication seeks to emphasize principles of boardsmanship and administration. It should be useful for the orientation of new board members as well as for the guidance of all board members and chief administrators as they seek to develop effective working relationships. The policy function of the board is stressed and guidelines for policy development are included. However, boards and administrators who want a complete and definitive work on policy development will find Dr. Paul Orr's recent publication, *A Guide to School Board Policy: The American Sponsored Overseas School*, to be excellent. (See Appendix A, Bibliography, item 12.)

Although the designation of governing body members and heads of schools varies under the constitutions, articles of association, or charters of the overseas schools, this publication will use the terms board member and chief administrator, or simply administrator, throughout. Footnote references will be to a listing in Appendix B. A bibliography is contained in Appendix A.

Grateful acknowledgement is extended to Dr. Ernest Mannino, Director; Dr. Paul T. Luebke, Deputy Director; and Legal Counsel Harold Burman, all of the Office of Overseas Schools, Department of State, for their guidance and counsel. Mr. Milton Jones of the Rabat American School and Dr. James Bernard of the American Cooperative School of Tunis, both members of the Mahgreb Association, were instrumental in finalizing the production agreement.

Appreciation also is extended to Dr. Frank Darnell, Director, and Dr. E. Dean Coon, Assistant Director, of the Center for Northern Educational Research, University of Alaska, for their assistance in editing and publishing the guidebook.

This guidebook builds upon the fine work done by Dr. Finis E. Engleman in his publication previously referred to. The handbooks and bulletins of several overseas schools also have been helpful as this work progressed.

Don M. Dafoe
Willow, Alaska
September 1976

Chapter I
The Basis for Governance: Constitution and By-Laws

Under the American system of government, legal responsibility for public education has been left to the states. Each state constitution makes some provision for acceptance of this responsibility with state statutes then fleshing out the public education framework. Some measure of financial responsibility, varying greatly from state to state, is accepted by the state. There are also statutory provisions for raising public funds from taxation for school support.

While the state has regulatory, supervisory and leadership responsibility, the major responsibility for governance and operation is delegated by constitution and statutes to school district boards, usually elected but in some few states appointed. The scope of explicit authority and responsibility of these boards usually is quite broad and the range of implicit or discretionary authority can be extensive. In carrying out their responsibilities, these boards and their appointed administrators do have readily available the expertise and resources of the state educational agencies, state and national school board and administrator associations, and the professional schools of colleges and universities.

In sharp contrast the overseas schools are not established by government mandate nor are they given major financial assistance from public tax funds. (Grant-in-aid funds limited in amount and purpose are provided through the Office of Overseas Schools to schools which meet assistance criteria.[3]) American community schools abroad are private, independent institutions which are established, owned and operated by the users. They are supported financially chiefly by tuition and fees, with some occasional special grants from American overseas industry usually for some specific purpose such as facilities or equipment.

Usually there is an association primarily made up of parents of children enrolled in the school which is incorporated or otherwise organized under local laws and sometimes also incorporated in the United States. Because local legal requirements vary so widely - from strict regulation to nearly complete "laissez-faire," school associations are well advised to seek legal advice through the U.S. Embassy or competent local legal sources in drawing up or modifying articles of association or incorporation. The National Association of Independent Schools, 4 Liberty Square, Boston, Massachusetts 02109, can provide information and assistance with regard to association or incorporation. International School Services, 126 Alexander Street, Princeton, New Jersey 08540, which provides recruitment assistance for overseas schools, also can provide assistance with incorporation. Specimens of articles of association and constitutions and by-laws are on file in The Office of Overseas Schools, Department of State, Washington, D.C.

Regardless of whether an overseas school organization is based on legal incorporation or charter, the association must have a constitution and by-laws for the guidance of its actions. The constitution (sometimes designated as Articles of Association) provides the basis for governance of the school, in effect providing the authority and delegation of powers usually provided for stateside school districts by a state constitution and enabling statutes. The by-laws essentially are rules of procedure which set forth the manner of board operation, including provisions for board meetings, the conduct of meetings, the agenda format, the provisions for keeping of records, and other matters.

THE CONSTITUTION

A suggested format for a constitution embodying generally accepted essential elements is noted in the following annotated outline. While subsections have not been indicated, each major topic under an Article should have a sub-head preceded by an Arabic numeral.

Constitution of the
Association for the_____ School of _____.

Article I - Name of the association, society, or corporation

Article II - Location of business or administration office and place designation for general membership meetings

Article III - Purpose and Nature
(A statement of purpose may include a philosophy for the school and should stress the non-profit nature of the association.)

Article IV - Membership of the Association
(The statement of membership should note who are eligible as voting members and others who may be eligible for non-voting membership.)

Article V - Powers of the Association
(This Article should enumerate powers such as collection and control of funds and provisions for regular audits; the construction or acquisition of physical facilities and equipment, the management and operation thereof, and disposition if and when appropriate; the acceptance of gifts and grants, fees, etc.; the employment of staff; and the use of resources for the furtherance of purposes of the association.)

Article VI - Meetings of the Association
(This Article should set forth provisions for the general meeting of the members of the association, usually an annual meeting at which members of the board of directors are elected and reports on finances and operations presented. Provisions for notification of the meeting and quorum requirements should be included. It is recommended that the elected board reorganize each year following the annual meeting and elect officers of the board who serve as officers of both the association and the board. If the meetings of the board are well publicized, openly conducted with attendance of association members - the "public" - encouraged, normally one annual general meeting should suffice. However, provision should be made for special or extraordinary general membership meetings at the call of the board chairman, or by written request by a specified number of members.)

Article VII - Board of Directors and Officers of the Association
(This Article should vest the executive powers of the association in the board of directors; it should specify the number and manner of

nomination and election of the board including any eligibility requirements. In some locations some board seats may be reserved for nomination or even appointment by a specific agency such as the embassy. Provisions for staggered terms and for the replacement of board members who vacate should be included. The Article also should stipulate the powers and duties of the board including fiscal authority and controls, the authority to employ staff, the authority to set tuition and fees [sometimes this is made subject to ratification by the general membership] and the authority to establish by-laws for the conduct of board meetings, subject to ratification at the next regular meeting of the general membership. The Article also should provide for the limitation of personal liability of any board member.)

Article VIII - Provision for Amendment of the Constitution

(There is a well accepted premise that amendment to a constitution should be most carefully considered and only be made possible at a general membership meeting following ample time notification and complete textual information on the proposed change. The constitution should spell this out carefully.)

Article IX - Dissolution

(At the time of formation of an association the prospect of dissolution may not be anticipated. However, such an article should be included in order particularly to provide for disposition of liabilities as well as assets.)

A review of constitutions and articles of association of several independent schools as well as overseas schools indicates that some constitutions go into great detail embodying considerable of what might be considered by-laws. This is not of great concern, although it should be remembered that constitutions are intended to be most difficult to change while by-laws should be capable of modification within a shorter time span.

BY-LAWS

This guidebook assumes that the by-laws of the association set forth the manner in which its board functions. In some school board policy manuals, which will be the subject of a later chapter, there is not an adequate distinction made between policies and by-laws. The by-laws govern the activities of the board while policies of the board govern the operation of the school.

The following annotated outline for by-laws, originally developed by this writer for the Anchorage (Alaska) Borough School District and later included in Chapter III of a *Manual for Alaska School Boards* (see Appendix A, Bibliography), should provide a framework and essential elements sufficient for overseas boards. The parenthetical annotations suggest by-laws composition while the non-parenthetical statements are recommended language. A numerical-alphabetic coding system is suggested on the assumption that the board by-laws will constitute the initial section of a comprehensive manual, incorporating by-laws, policies and procedures, which will be treated in Chapter IV.

By-Laws for the Board of Directors

(Sections 110 - 123 are repetitive of elements contained in the constitution)

110 Designation of the Association

120 General Organization
(General statement of the authority of the board derived from the constitution.)

121 Composition of the Board

121.1 (State the number of members and terms and any special provisions.)

121.2 (State the qualifications, manner of election or appointment.)

122 Term of office
(List the provisions as specified in the constitution noting manner of staggering terms for a new board.)

122.1 Removal from office
(Some boards provide for removal for non-attendance without cause.)

122.2 Filling of vacancies

130 Officers and their duties
(List the provisions for the order and manner of election of board officers following the annual general meeting.)

131 Chairman
(Suggested duties: preside at meetings, decide questions of order, appoint committees desired by the board, execute documents on behalf of the board, and exercise other powers and duties enumerated by the constitution or directed by board action. The chairman should be a voting member with the right of debate, and should be an ex-officio member of all committees.)

132 Vice Chairman
(This officer assumes the chairman's duties in his or her absence, and may be assigned other specific responsibilities.)

133 Secretary or Clerk
(This officer must assume responsibility for ensuring that an accurate record of the proceedings of the board is kept and copies provided to the board members and administration. Normally the performance of ministerial duties of the clerk is delegated to the chief administrator's office. Appendix D sets out a specimen set of minutes.)

134 Treasurer
(The treasurer normally is the custodian of all monies for the association and authorizes or expends money from the treasury only for purposes approved by the board. The treasurer should be bonded and should insure that an accurate set of

books is kept for the association. In many cases, particularly in larger school operations, a bonded administrative employee is designated to perform all ministerial duties of the treasurer.)

140 Powers and duties of the Board
(The statement hereunder should enumerate the powers and duties as specified by the constitution in Article VII suggested above. They should be numbered 141, 141.1, 142, etc., as appropriate. Such other duties as the board assumes under discretionary authorities granted by the constitution also should be enumerated.)

150 Board policies
(The general statement hereunder should provide for the preparation and adoption of policies with broad participation of the community and staff.)

151 Change in policy
(Provision should be made for change or revocation of a policy noting by whom, how and when changes may be proposed, and when and how they may be adopted. It is strongly suggested that action to change or revoke a policy should not be permitted at the same meeting at which the proposal is presented.)

152 Policy dissemination
(Provision should be made for distribution to staff and community.)

153 Administrative regulations and procedures
(This section should authorize the preparation and provide for board review and adoption of administrative regulations and procedures.)

154 Waiver or suspension of policies and/or regulations
(Provision should be made for the temporary waiver or suspension of policies by majority action of the board. Provision also should be made for the temporary waiver or suspension of regulations and procedures by the chief administrator, provided that the facts and reasons therefor shall be presented to the board at its next meeting.)

155 Board of appeals
(Provisions for the board to sit as a board of appeals in cases of controversy with the staff or public and to provide for fact-finding and conduct of hearings if deemed necessary.)

160 Role of individual Board members

161 Limitation of responsibility

161.1 (Members have no individual authority.)

161.2 (The board cannot be bound by individual statements or actions unless by specific board direction.)

161.3 (Stress the obligation of community or staff to report comments and complaints to the chief administrator who can have them placed on a

meeting agenda if necessary or demanded, rather than to board members.)

162 Remuneration
(Usually there is none except authorized expenses.)

163 Conflict of interest - disqualification for voting

163.1 (List potential conflict situations.)

163.2 (List the disqualifying relationships - with staff, usually, or to board membership of relatives.)

164 Code of ethics
(The adoption of the National School Boards Association code would be appropriate - see Appendix C.)

165 Limitation of liability
(The constitution should specifically provide for limitation of individual personal liability from board activities.)

170 Meetings

171 Place
(A readily accessible location with ample room for visitors should be provided.)

172 Notice of meetings - regular and special

172.1 (Manner and time of notification to board members should be specified.)

172.2 (Manner and time of informing the community should be specified.)

(Provision should be made for advance agendas to be sent or delivered to board members and a summary agenda made a matter of public notice.)

173 Agenda
(Provisions should be made for preparation, usually by the chief administrator with review by the board chairman.)

174 Types of meetings

174.1 Regular meetings
(A schedule of regular meetings should be adopted with a specific meeting time established.)

174.2 Special meetings
(Provisions should be made for the calling of special meetings by the chairman or by petition of board members with notice given as specified in 172.)

174.3 Executive sessions

(All meetings should be open to the public with executive sessions authorized only for discussion of personnel matters or fiscal matters, the open discussion of which might be detrimental to individuals or the association. However, final action should not be taken except in a resumed open session. Confidential minutes of executive sessions should be kept.)

175 Minutes

(A simple format for keeping minutes should be developed to include: members present; time, place and type of meeting; approval of minutes; summary of reports and discussions; record of actions [roll call votes are suggested]; list of persons present other than members; and report of persons heard other than staff or board.)

180 Operating procedures

181 Rules of order

(Robert's Rules of Order usually are adopted.)

182 Quorum

182.1 A quorum shall be present at all meetings before any business of the Board is transacted.

182.2 A majority of all members of the Board shall constitute a quorum.

183 Order of business

(The board should adopt an order of business which provides the skeleton for building the adenda for regular meetings. A suggested order of business follows.)

a. Roll call

b. Reading and/or approval of minutes

c. Persons to be heard (see 184 below)

d. Communications and committee reports

e. Items requiring action

(Normally this agenda item includes approval of the treasurer's report and payment of bills, approval of staff appointments as required by board policy, approval or acceptance of bids and proposals, and other such items.)

f. Report from the chief administrator

g. Reports from staff designated by the administrator or requested by the Board

(Many school boards make it a point to include a report on some phase of the instructional program at each meeting.)

h. Other business

i. Board members comments

j. Persons to be heard not listed on the agenda (see 184 below)

k. (Executive session if specifically called by the chairman or requested by a member and approved by a majority of the board.)

l. (Resumption of regular session to act on matters discussed in executive session.)

m. Adjournment

184 Presentations to the Board by individuals or groups
(The board should encourage its public to attend board meetings. It is strongly recommended, however, that the by-laws provide for persons or groups desiring to be heard to make a request for appearance through the chief administrator and/or board chairman in sufficient time to have the appearance listed on the board agenda.)

184.1 Scheduled appearances before the Board
(State the channels, procedures and time requirements for requesting appearances - usually boards require that requests may be made only in writing and that supportive materials for the presentation be submitted so that they may be sent out with the board agenda.)

184.2 Complaints regarding pupils or school personnel
The Board shall not hear any complaints against pupils or staff unless such complaints have been heard by the chief administrator. Such complaints brought to the Board shall be heard only in executive session.

184.3 Recognition from the floor
The Chairman of the Board at his discretion may recognize an individual from the floor when no previous request has been made.

184.4 Length of presentations
The Chairman may limit the length of a presentation.

185 Voting
A majority of all Board members shall be required to carry any measure. All votes shall be by roll call.
(Some authorities recommend that roll call votes be required only for approval of appropriations, expenditures, and personnel appointments. However, the writer believes that recording of all votes more adequately reflects the board deliberations and action.)

190 Committees
(While the writer does not recommend the use of standing committees, there are authorities who encourage the practice. If standing committees are established, the by-laws should designate the committees, their method of appointment, and their

functions. However, no committee should be authorized to take final action on behalf of the board.)

191 Standing committees
(Include a general listing of committees and method of appointment under this heading. Then the sub-items specifically enumerate committees and functions.)

191.1 _____ Committee

(List the functions.)

191.2 _____ Committee

(List the functions.)

192 Special Board Committees
The Chairman of the Board may on his own initiative appoint "ad hoc" special committees stipulating the functions of each committee, its reporting responsibilities, and its expiration time. A majority of the members of the Board may request and thereby require the Chairman to appoint a special committee.

193 Advisory committees
The Chairman of the Board with the approval of a majority of the Board may appoint advisory committees of the community or staff on a temporary basis and shall set forth in writing the purposes of the committee's work. The only function of such committees is that of advising and recommending on the specific items listed. The members of the Board and the chief administrator are to be considered ex-officio members of any advisory committee.

A review of by-laws of stateside school districts and/or of other overseas schools may suggest, or the wishes and dictates of the community or board may require, more extensive by-laws than those suggested above. However, the outline covers the major areas which by-laws should encompass and the coding system leaves room for expansion.

SUMMARY

A well-conceived, clearly-written constitution and a carefully-developed set of by-laws are essential tools for the proper governance of any overseas school. They should be approved and adopted by the general membership and broadly distributed for the information of the community and staff.

It is strongly recommended that the constitution be included as an introductory section of a comprehensive manual which should include the by-laws of the board, the policies of the board, and the administrative regulations and procedures for operation of the school. In Chapter IV, guidelines for the development of the policies and procedures will be discussed.

Initially the writer proposed to include specimen constitution and by-laws in an appendix. However, none of those examined, although many had much merit, provided as discrete a delineation between constitutional provisions and by-laws, or as extensive a set of by-laws of the board as the writer recommends. Therefore, the suggested formats were annotated extensively in lieu of providing specimens.

A school seeking to initially establish a constitution and by-laws or to revise present ones might well want to secure copies of these documents from other overseas schools. There might be much to be gained by looking at the specific language employed as well as the format. The American Association for International Education as well as the Office of Overseas Schools might provide copies of some. However, working through the regional association or making request directly to other schools might be more productive.

Chapter II
The Roles of the Board

There is no public service of greater importance than serving as a member of the board of governance for a school system. Certainly the demands on a person serving as a board member in the conventional school districts in the states and territories are complex and burdensome enough. However, in an overseas setting with the complications added by varying laws and customs of the host countries, service as a school board member demands unusual dedication and wisdom.

Overseas schools have as a major goal that of insuring that American youth living abroad, for whatever reason, have access to educational programs comparable to what they might expect in their home settings. While living abroad may offer cultural advantages and opportunities for broadened understandings, the quality of the in-school programs must be such that no young persons are educationally penalized by the overseas experience. They should be able to return to their home stations and be able to re-enter and compete with minimal difficulty.

BOARDSMANSHIP

The quality of the school programs provided overseas largely will be dependent upon the leadership and decision-making abilities of the governing boards. Boardsmanship must be conceived of as both an art and a science. There are principles of boardsmanship which can be enunciated and emphasized, but the ability of a board to sense and be responsive to the educational needs and desires of the community it serves cannot be easily expressed.

In an unpublished paper Dr. Robert Gaw, Chief Administrator of the International School of Kuala Lumpur (Malaysia) cogently sums up the pressures a board must face:

> The concept of the purpose of the schools differs among individuals and groups because of the diversity of values in any society. These differences are expressed in the pressures brought to bear upon the board, either as individuals or as a group at official board meetings, by representatives of the membership and host country. The board must always be cognizant of the pressures that arise out of conflicting values and interests. However, the merits of all proposals must be carefully weighed so that the board's final decisions are responsive to the desires of, and in the best interests of the majority. Further, the board must exercise dynamic leadership in educating the school community to the need for improved quality in education. Only in these ways can the board formulate policy which effectively sets the goals of the schools and directs the allocation of human and material resources to best advantage.

The relative size of a school does not determine the relative importance of board membership. Indeed the work of a board in a small operation may be more difficult because of more immediate community pressures and the lack of staff to research board problems.

Perhaps the greatest task of boardsmanship is not expertise, but wisdom: not detailed knowledge, but sound judgment. A great deal of time is required in studying and acting upon school problems, based on the research and recommendations of the chief administrator. The greatest reward,

perhaps the only reward, is the satisfaction of being of service to the school community and its youth.

THE ATTRIBUTES OF A GOOD BOARD MEMBER

A host of publications treat the subject of what it takes to be a good board member. In a seminar at a National School Boards Association meeting in 1974 William Dickinson of the NSBA staff made the following comments:

> The attributes of the "effective school board member" are listed in every school board association handbook. Any of these catalogs of human virtues will do nicely to describe what's needed for the 1970's. There is no need here to reiterate the litany. Three qualities will suffice for special remarks:
>
> Grey Matter. Society needs school board members with brains - people who can probe ideas and proposals analytically, who can shift from one kind of problem to another and from one style of thinking to another.
>
> Good will. Society needs school board members who are people of compassion who will work on behalf of all children.
>
> Guts. Society needs school board members who will be hard-liners for what's right, men and women who will stand up and be counted.

In *A Manual for Alaska School Boards*[4] an attempt was made to list a composite of traits of a good school board member:

> A good school board member should have:
>
> (1) a genuine interest in a devotion to the purposes of education;
>
> (2) a willingness to give a substantial amount of time to school board service;
>
> (3) a sense of honor and a capacity for understanding people;
>
> (4) a respect for objective evidence and an ability to make decisions based on such evidence rather than on feelings, prejudice or personal interest;
>
> (5) a genuine liking for people, since school board membership involves contact with all people in the school community;
>
> (6) and, finally, a willingness to devote time and attention to the cause of education and the program of the schools, the actual operation and administration of which are delegated to another person - namely, the chief administrator.

NOMINATION OF BOARD MEMBERS

In seeking nominations for board membership in overseas schools, the board might well publicize the above listing of traits so that those making nominations or petitioning for nomination would

think seriously about the nature of board membership.

The nominating responsibility for an overseas school preferably should be placed with a nominating committee, although the democratic process normally would need to provide for nominations from the floor at the annual membership meeting. Vesting the responsibility in a nominating committee appears to have several advantages, including:

1. a nominating committee can point out to a prospective nominee the responsibilities and duties of the office and the demands on the board member.

2. A nominating committee can seek to include a diversity of talents and capabilities in the board membership.

3. A nominating committee can seek to assure some measure of continuity on the board by selecting canadidates who will be able to serve at least a full term and possibly more. The records of members eligible for re-election can be analytically reviewed by the committee to determine whether past performance merits renomination.

4. Finally, the nominating committee process can insure that those nominated will be willing to serve if elected.

ORIENTATION OF NEW BOARD MEMBERS

In most, if not all, overseas schools the election to board membership is at a membership meeting and is based upon nominations. There is not the system of filing for the office by declaration or petition as is the case in most stateside school districts and, therefore, open campaigning for an office usually does not occur.

However, in the event that the nomination and election process involves the privilege of nominees filing statements on behalf of their candidacies or making pre-election presentations at the membership meeting, nominees should be given access to any information about the school which they desire. Responsibility for insuring that the information is made available can best be delegated to the chief administrator.

Upon election of new board members considerable attention must be given to their training and orientation. Board members as well as the chief administrator have a responsibility to maximize the potential for service of the new members.

There is no good reason why the board should waste the time and forego the talents of new members by neglecting the orientation process. No new board member should be content to sit silently during the first part of a term while "learning the ropes." A well-carried-out orientation process will make it possible for the new member to contribute from the beginning of the elected term.

The following suggested orientation steps provide a guide for the orientation process:

1. Introduction to the board through personal conferences and visitations. The chairman of the board and the chief administrator should make personal contact with the new member prior to his or her first official meeting and plan to discuss aspects of board membership, particularly stressing

boardsmanship and its responsibilities. This would be a good time at which to arrange school visitations so that the incoming member may have an acquaintance with the school program, the school facilities, and at least some of the school staff prior to assuming board member responsibilities. It would be well to review the constitution and by-laws with the new member and to discuss problems of and attitudes toward governance of school operations.

2. Introduction through school handbooks, reports and board files.
   The chief administrator should provide the new member with the latest school reports; copies of the board agendas and accompanying materials as well as board minutes for the past several meetings; a copy of the board policies and administrative regulations and procedures; copies of the budget and financial statements; copies of curriculum materials and teacher and pupil handbooks; and other available informational materials. A review of available plans for meeting future pupil needs in terms of both facilities and curriculum would be very helpful to a new member.

3. Introduction through other publications.
   Each new board member should be provided with some publications relating to boardsmanship, including board-administrator-community relationships, for initial review and later reference. This guidebook is intended to be so used. The Luebke and Engleman publications previously referred to and other national organization publications listed in Appendix A, Bibliography, could be very helpful.

As a final note relating to orientation of new members, the obligation of the new member to be available for some discussions and visitations prior to assuming membership must be stressed. Orientation must be a two-way process and the new member must be prepared to spend time reviewing materials as well as being available for personal discussion. The new member who will devote some time to his or her own orientation will be much better prepared than new board members usually are to share in board consideration of the school's program and problems and to contribute to the decision-making process from the outset.

Appendix D contains a statement of Guidelines for New Members adopted by the Northern Virginia Regional School Board Association which may be of considerable interest and help to a new board member.

MAJOR BOARD FUNCTIONS

The sections above have dealt generally with boardsmanship and board member attributes. In the governance role the board has all of the duties and responsibilities assigned by the constitution of the association and in addition may exercise implied or discretionary authority as situations demand.

However, there are several specific board functions which deserve and require discrete treatment. These functions represent board roles which can make the real difference between mediocrity and excellence in the educational programs.

A. Selection of a chief administrator

The most important task of the board is that of selecting the chief administrator for the school and then providing him or her the support needed to operate and provide educational leadership. The tenor of the whole school operation and the quality of the educational program will depend largely on the professional integrity and competence and the personal qualities of the person selected.

The board policies need to delineate the specific duties and responsibilities of the chief administrator. The role and functions are multifold: fundamentally the chief administrator is the chief executive officer of the board charged with carrying out the board policies, which requires both interpreting and implementing board action. However, the administrator further is the chief advisor and the professional consultant on all educational matters within the purview of the board. This consultant role involves researching and surveying in order to present the board with a clear delineation of the issues and problems, the programs and proposals and the background information thereon so that the board may take action. The role includes research, advice and recommendation.

If the board is going to get the kind of talent it needs, it may have to post a classified ad such as this:

CHIEF SCHOOL ADMINISTRATOR WANTED

> *Must have superior background, experience and talents in the fields of school administration, curriculum development, sociology, group dynamics, psychology, corporate management, personnel management, conflict mediation, public relations, human relations, political science, besides being a scholar, a prophet and a seer. Long hours, little time for recreation, and uncertain job security.*

A most helpful guide for any overseas school in the selection process titled *Selecting the Chief Administrative Officer of an American-Sponsored Overseas School*, has been produced by the Association for the Advancement of International Education (see Appendix A, Bibliography). The check-list of things to be done in the selection process, and the suggestions for carrying them out are clear and concise.

While the time and expense for conducting interviews, whether on-site or at stateside locations, may appear to be too much of a burden, especially for small schools, a board should, if at all possible, arrange for such. Hopefully the board policy statements, which should be made available to candidates, will clearly set forth the range of duties and responsibilities. However, there are expectations, both of the board and the prospective administrator, some of them intangible, which can only be mutually agreed upon in personal discussions. Even voluminous correspondence cannot bring out the nuances of some relationships.

In Chapter III, under discussion of board-administrator relationships, considerable attention is given to the imperative need for boards and administrators to develop effective working relationships through clearly defining respective role expectations. Avoidance of role conflict may largely be achieved through careful observance and attention to expectations of boards and administrators noted there.

More than passing mention should be made of the necessity which may arise for a board to terminate the service of its chief administrator. Elizabeth Bole Eddison in *The Board Member and*

the School Head in an Overseas School, under a chapter heading "When 'the Government' Falls," treats this sometimes delicate subject succinctly[5]:

> Sometimes differences of opinion are too great to be reconciled; genuine incompetence, lack of leadership, or a lack of confidence in the head may be so apparent that the board must ask for the head's resignation. The timing and the manner of handling this unfortunate situation are of great importance both for the sake of the head and for the good name of the school. The board, through its officers, certainly must register any dissatisfaction with the head to let him know that all is not well. These warnings must be sufficiently clear to give the head a chance to improve. The head is entitled to an appraisal of his work from time to time, and if his services are unsatisfactory he should be told, so that any ultimate drastic action will not be unexpected. At all costs the board should avoid precipitous action.

Little space had been devoted in most publications to the ground rules and ethical and professional practices which should govern both parties involved in ending a board-administrator relationship, perhaps because statutory requirements in the several states vary so widely. While this work will not attempt complete treatment, there are a few principles which can be stated:

1. A chief administrator taking the initiative to leave a position should notify the board at least eight months in advance so that the board may have lead time to find a replacement.

2. A board request for resignation or subsequent notification of intent to terminate should likewise provide eight to ten months' time for the administrator to seek another position.

3. The dialogue should always precede the crisis, and boards should exercise the courage and have the courtesy to discuss their concept of administrative shortcomings directly with the administrator. Opportunity should be given for corrective action.

4. In the absence of gross dereliction of duty, moral turpitude or other serious non-feasance, an administrator should be given an opportunity to resign rather than face termination.

5. If termination becomes necessary it should be handled in an ethical manner which will reflect credit on the board and encourage discretion and tact on the part of the administrator.

6. Both boards and administrators upon reflection may conclude that the necessity for severing a relationship involves failures on the part of both. Neither should complicate an unfortunate situation by indulging in irresponsible or caustic exchanges.

7. It is better to face the unpleasantness of severance than to damage the school program through deterioration of student, staff or community morale which may arise from procastinating.

B. The policy development function

Almost without exception any publication relating to school governance and administration emphasizes and re-emphasizes the policy-making function of school boards. The cry in American education for nearly a half century has been "Put your policies in writing."

Most stateside school boards - most, but not all - have reached this stage. Unfortunately there remain some who give lip-service to the policy-making function but still permit or condone the enunciation of so-called "policy" by a powerful board chairman or aggressive administrator.

It will not be the purpose of this section to treat the actual process of developing, revising or supplementing policies. This will be done in Chapter IV.

However, we stress again the sound premise that a governing board for a school system is primarily a legislative and judicial body. Its legislative role is carried out through the adoption of policies which are to be carried out by the administrator through regulations and procedures. The judicial role is that of evaluating school programs, with the advice and assistance of the administrator, staff, and the community, and of adjudicating differences among and between staff and community.

A board does have policies whether or not they are explicitly stated. But "seat-of-the-pants" policy determination, which can vary widely and change with the prevailing pressures, can only lead to a chaotic school operation and lack of fulfillment of the purposes of the school.

The adoption and clear enunciation of policies provides for direction by the board, which represents the community served, while allowing freedom for the administrator to operate and lead the educational program. The process of policy formulation, if well carried out, provides an opportunity for democratic participation by the board, the staff and the community.

An interesting and useful distinction between policies, which are a board responsibility, and rules and regulations, which are to be developed by the administrator, was made by Dr. Alpheus White in a U. S. Office of Education publication *Local School Boards: Organization and Practices* [6]:

> POLICIES are principles adopted by the school board to chart a course of action. They tell WHAT is wanted and may include also WHY and HOW MUCH. They should be broad enough to indicate a line of action to be taken by the administration in meeting a number of problems day-after-day; they should be narrow enough to give the administration clear guidance.
>
> RULES are the detailed directions that are developed by the administration to put policy into practice. They tell HOW, BY WHOM, WHERE, and WHEN things are to be done.

Aside from the belief that lack of written policies hampers effective school operation, there are many strong reasons for the adoption of written policies. Among these are:

1. They demonstrate to the community and staff that the board accepts its responsibility to provide good schools.

2. They inform all concerned of the board's intent, goals and aspirations.

3. They encourage faith in board actions, for a community tends to respect statements of intent even though not always agreeing with details.

4. They are impersonal and discourage whimsical school administration.

5. They provide the basis for stability and continuity of the school. Board members and staff may come and go, but a well-written, currently updated policy manual endures as the framework for the school operation.

6. They indicate to the community that the board is willing to be held accountable for its decisions.

7. They contribute to the efficiency of the board by providing the basis for decision making.

8. They tend to discourage random, "shotgun" criticisms if they have been developed through a democratic process and are based on thorough research and firm understandings.

9. Perhaps most importantly, they provide a firm basis for the administrator to carry out the necessary operational and leadership responsibilities. With roles and functions defined and clearly set forth, the possibility of conflict between board members and the administrator is minimized.

C. The evaluation and adjudication functions

Evaluation of educational programs and operations by the community goes on whether the board and staff recognize it or not. The thrust for "accountability" and the concerns of parents for their children to be able to cope with the pressures and demands of society in their future make evaluation inevitable. Students themselves tend to share the parental concerns as well as having their own, and they can indeed be sharp and yet constructive critics of school programs.

Testing and rating are measurements appraisals which can provide a basis for making some evaluations but they are not evaluations. Nor can the techniques of industry which measure performance in terms of productivity and profits be simply transplanted to assessing the school program, most of which deals with the human mind and personality.

Effective evaluation requires a well-developed set of purposes from which clearly-defined measurable objectives can be derived. The professional expertise of the administrator and staff must be directed toward producing these statements of measureable objectives and considerable time and attention of the board should be devoted to a review and understanding of them.

Some program elements such as the evaluation of the suitability of facilities and equipment, the effectiveness of business operations, or the operation of the board itself can be adapted to measurable objectives quite readily. However, the statement of measurable objectives for evaluating the curricular and instructional program and instructional staff performance becomes most difficult.

The assistance of accrediting agencies can be very helpful in the evaluation process. On occasion the services of expert consultants should be sought. Follow up surveys of students on the job or in college may prove helpful. Testing instruments used on a systematic basis do provide valuable data for evaluation. Public opinion as an evaluative factor can be helpful.

No matter though it be difficult, the board and staff should attempt to evaluate the program and operations. The effectiveness of teaching methods, the appropriateness of curricular subject matter and organization, and the relationship of expenditures to program elements are appropriate subjects for evaluation. A concerted attempt to carry out evaluation processes, even though the extent of success may be difficult to ascertain, will serve as a means of reaffirming aims and objectives and may serve to replace opinion with facts, all of which affords some defense against critics.

The role of adjudication, while its necessity may be minimized by well-developed policies and equally well-developed regulations and procedures, also inevitably becomes a concern of the board. It is simply impossible to operate schools which involve such diverse constituencies as pupils, staff and parents without the necessity arising for mediation of differences and their final disposition.

The by-laws of the board should provide specifically that external complaints regarding pupils or school personnel be brought first to the attention of the chief administrator. Subsequently, if hearing by the board becomes necessary the hearing should be in executive session, but due process should be assured.

The board policies should include provision for staff grievance processes and for handling pupil complaints. Again, there should be absolute provision for the exhaustion of administrator and staff remedies before any matter comes before the board.

In either case the board should give the utmost consideration to the recommendations of the chief administrator and display confidence in his or her judgment. In the extreme event that the board cannot see fit to uphold administrative judgments or an administrator-board mutual decision cannot be achieved, it might well seek impartial fact-finding before coming to a final decision.

D. A key function - conduct of the meeting

Both the National School Public Relations Association and the National School Boards Association have excellent publications on the conduct of board meetings (see Appendix A, Bibliography).

As noted in Chapter I, the board by-laws constitute the basis for the board's conduct of its own business. They should explicitly set forth the order of business, provisions for notification of meetings, and other details which lead to an orderly and efficient meeting. The board should conduct its business as a board, not as individuals. It must be stressed that a board is not a board when it is not in session. Action, to be official, must take place when a quorum is present at one place where there can be mutual debate on matters for consideration.

Assuming that the by-laws do provide a sound basis for the efficient conduct of meetings so that there need be no arguments about how to proceed, the conduct of the board meetings can be improved by several simple devices. First of all, the agenda should be carefully drawn and adequately documented so that the meeting itself can be the culmination point for action. Secondly, the staff and any committee reports should be clear and concise, complete and relevant to the agenda. Thirdly, the presiding officer should set a tone of cordial informality within the framework of decorum and propriety, using the gavel judiciously but without hesitation when required.

The board members should be encouraged to discuss problems and concerns thoroughly and dispassionately. There is every room for reasonable and knowledgeable disputation and vigorous debate when responsible people come together to make important dicisions. A competent chairman, however, will not permit personal attacks and must not tolerate disorder. It is far better for a board to have split votes on occasion than to sweep problems "under the rug" or to display apparent unanimity in a meeting and then have members working against the establishment outside of the meeting.

As a general observation, boards of overseas schools many times appear to prefer operating in the manner of corporate boards rather than as public boards. Often attendance at board meetings by members of the community or staff is not at all encouraged and may even be discouraged. Holding meetings in too small a place easily can provide an excuse for restricting attendance. Encouraging the attendance of the public and staff should develop confidence in the board and its conduct of school affairs which will encourage strong community support, moral as well as financial.

Finally, a board should consider devoting at least one meeting a year to evaluating its own performance - "a meeting about meetings"- if you will. Taking time to evaluate objectively the conduct of meetings may result in some valuable soul-searching and lead to changes in by-laws which will make board meetings more productive.

The board which holds its meetings openly at convenient times and places, which rarely needs to go into executive session, which invites and encourages attendance of its public, and avoids the temptation to hold unannounced "private" meetings most likely will be an effective board.

E. The community relations function

Overseas school boards which do not face the necessity for public tax levy elections or the clamor of a local press may not be as concerned about public relations as their stateside counterparts. Operating as essentially private and independent schools, their board members may not see the necessity for an organized and definite public information program. Indeed the highly-organized programs common to larger urban districts in the states might not be at all necessary or well received in an overseas setting.

However, any school, large or small and regardless of its setting, does have "public relations," good or bad or somewhere in between. Hence, the board and administrator should have some concern and extend some effort toward providing information about the school and its programs to the community.

Perhaps the most important step toward good community relations is the development of viable policies which can be clearly enunciated to the public. Good written policies and open and efficient conduct of board meetings can do much to insure community support, but these alone cannot guarantee good community relations. Looking at community relations from the broadest standpoint, one concludes that effective community relations is made up of a totality of many actions which the school may take to promote good relations between itself and its constituents.

There may be "P.R. gimmicks," media devices and carefully organized reports. However, the range of community relations broadly includes the simple daily courtesies and kindnesses extended by the staff and the concern for the child and the sharing of his aspirations and problems by devoted teachers who actually do care. An attitude on the part of the board, administrator and staff toward

seeking a quality education program and an emphasis on good teaching are probably the most important of all to community relations. A youngster going home from school telling his parents what fine experiences he had today and what exciting vistas lie ahead tomorrow must surely be the most effective agent for community relations.

F. The budget and fund-raising role.

The board should hold the chief administrator responsible for preparing a budget proposal based on education program plans. The board should expect to be supplied with staffing and other cost data related directly to educational output. Then the board can analyze and approve the instructional programs proposed and the budget necessary to support it.

The administration of both the educational program and the budget is the responsibility of the professional administrator. The board has every right, however, to expect complete accountability for effective and efficient administration of both the budget and educational program and periodic reports on both.

When a board in an overseas school has accepted and approved the budget, the board itself must shoulder major responsibility for determining the sources of revenue and insuring that the funds for operation and facilities are actually raised. The administrator and perhaps some members of the staff will play major supporting roles, but the governing body in the overseas school situation must assume the leadership role.

Chapter III
The Roles of the Chief Administrator

In Chapter II the selection of a chief administrator was designated as perhaps the most important function of a school board. The role of the administrator as the chief executive officer of the board responsible for carrying out the educational program under policies of the board was emphasized. It was pointed out that the chief administrator must interpret and implement board action which demands the development of regulations and procedures relating to staffing, instruction, plant operation, record keeping and business affairs. Additionally the job involves serving as advisor and chief consultant to the board, providing research and information on the issues and problems and making recommendations for board action.

Additionally the chief administrator must provide leadership for the board in looking ahead to the future and to the staff in carrying out the educational program. This role of leadership becomes difficult to define and describe for it involves persuasion, group dynamics and sometimes skillfully-applied pressure. There are no tried and true formulae but the better administrators have developed the leadership art.

The task of serving as a chief administrator for an overseas school, small or large, can be much more complex than in a stateside situation. Managing an educational enterprise operating within a different culture can present a host of problems of personal relationships with host country officials and citizenry. The ability to cope with such circumstances while at the same time operating the schools and providing educational leadership demands unusual abilities.

Thus, the selection of an administrator who can masterfully fulfill the complex and demanding roles must certainly be the most important board function. The board which has such a person is indeed fortunate. If the board feels the incumbent is lacking in some respects, a concerted mutual effort should be made to strengthen the administrator's competencies where necessary. If such efforts do not bring mutual satisfaction, then the necessary steps should be taken to effect an amicable severance and seek a capable replacement.

Assuming that there exists a well-informed and effective board which has selected a well-trained, competent chief administrator, let us turn attention to several aspects of the several roles and relationships which the chief administrator must fulfill.

BOARD-ADMINISTRATOR RELATIONSHIPS

The board and the chief administrator can function effectively only when they work in a team relationship. There must be created a climate which promotes mutual respect and confidence between board members and their chief administrator.

At a seminar for new superintendents of schools at the 1976 spring convention of the National School Boards Association, Dr. Harold Webb, Executive Director of the Association, asked these administrators two questions: Do you treat your board honestly, openly and with care? Or do you treat them as a necessary evil to be manipulated and dealt with? He noted that some administrators appear to conceive of the board as an obstacle to doing a good job - a deadly attitude in the long run. Noting also that a recent survey by the organization found that board members most dislike

administrators who can't or won't tell board members what they need to know to do their job, and also they dislike administrators who try to manipulate them with "soft soap" or flattery, Webb suggested several lessons for the new administrators:

Lesson 1: Treat the board honestly, openly and with some care.

Lesson 2: Treat the board as a decision maker. Guide them, advise them, but don't manipulate them.

Lesson 3: Get it in writing. The roles of the board and the administrator should be clearly defined.

Lesson 4: Accept the reality that conflict will characterize, in part, the working relationship of the board and the administrator.

In Lesson 3 above Webb stresses "get it in writing" and a well-planned set of board policies will attempt to clearly define the board perception of the duties and responsibilities of the administrator. However, since the composite task of the chief administrator is exceedingly complex because of varying school and community conditions, an attempt to make an all-inclusive policy job description for an administrator would be virtually impossible and probably unwise. The administrator's leadership role and thrust for creativity should not be hampered by a limited job description. Board members need to exhibit faith in the competency of the administrator and permit considerable freedom of action within broad policy outlines.

However, the reference in Webb's Lesson 3 to clear definition of role expectations hits upon the key to good board-administrator relationships. Undoubtedly the development of good working relationships between the board and administrator will depend largely upon defining role expectations, or, in the opposite sense, avoiding role conflict. A list of administrator performances which the board believes it has a right to expect and one set out for the board by the chief administrator might at the outset be quite different. Some meaningful dialogue in a spirit of mutual respect, however, should bring about that congruence of expectations which is imperative.

While the following digest of mutual rights of expectation may fall far short of a complete listing, it includes those elements which most authorities believe are essential. If nothing more it can provide a basis for the board and administrator to open up discussion.

A. The rights of expectation of the board

1. The board has the right to expect integrity from its administrator. The administrator's integrity has to enable him to rise above making decisions that are basically inconsistent with the letter, spirit and intent of board policy, for the board has a right to expect that he will not bend under the pressure of forces that may surround the issues of the day. Integrity requires that recommendations to the board be definitive, that they be based on a valid assessment of the situation, rather than on pressure reactions to a pressure situation. A board may well question the integrity of the administrator when he doesn't share all of his concerns regarding the operation of the school, when they believe they are not getting all the input available, and when the administrator does not come up with definitive recommendations.

2. The board has the right to expect the administrator to assume most of the

responsibility for developing, maintaining and implementing a set of policies that the board-administrator team must have in order to govern and manage the schools. It should remain clear that it is the board's responsiblity to weigh, judge, and finally adopt policies, but that it is within the administrator's responsibilities to recommend new policies or policy revisions. It goes without saying that school policies are always in need of change and no board or admininstrator should be stuck with the situation of backing up current policies that are wrong simply because they are antiquated.

3. The board has the right to expect the administrator to be conscious of the fact that the board members represent a varied and often vocal constituency. Individuals or groups from the constituency many times will come directly to board members with their complaints and concerns, giving them input about the school system whether it be gossip, rumor or fact. Of course, the board member should turn these matters immediately to the attention of the administrator and should not attempt to settle problems as an individual member. But the administrator who becomes unduly irritated with the constituent for going to the board member or at the board member for listening will probably be an unhappy short-termer.

4. The board has the right to expect that the administrator will be sensitive to the concerns of the school's community, the pupils, and the staff. The ability to listen with empathy, to define and hopefully to solve incipient problems mark the skillful administrator. Translating concerns to the board should be done with clarity and brevity indicating what steps have been taken toward solution and followed by positive recommendations for their disposition.

5. The board has the right to expect that their chief administrator will be expert in the vital areas of communication and delegation. Communication amounts to a great deal more than just telling people something. It involves listening and learning as well. Communication involves a lot more than just putting out a newsletter to parents or a news release in the local paper. The task of internal communication within the staff looks just as large and just as important as external communication. There are many administrators who may strongly profess and actually practice an open door policy, but who have never developed an open mind policy. Delegation must have a two-edged thrust in school operations. The board must delegate to the administrator the authority and responsibility for implementing board policy, but in turn the administrator must be willing and able to delegate much of the policy execution to his colleagues in a spirit of mutual respect, cooperation and support. Delegation, however, does not mean abdication of responsibility and a good delegator sees fit to check up on how the delegation is being carried out.

6. The board has the right to expect that the administrator will have the ability to insure prudent management of school finances. While technical staff or assistance should be made available for the accounting functions, the administrator must provide the board with up-to-date financial status reports and budget analyses at each meeting. Further, the competent administrator should be able to provide financial projections, both in terms of operating budgets and capital needs, which go several years beyond the current situation. The necessity for effective budget management in an overseas school stands out as imperative since these schools have no other agency, state or local, to which they can pass on their financial problems. There is no one to bail them out when they get in trouble!

7. The board has the right to expect the administrator to develop his staffing decisions within the framework of board policy and keep the board clearly informed on progress as well as problems. There is no room within good personnel practices for whimsy or caprice. The board must require its administrator to submit documented recommendations for initial employment, transfer of assignment, promotion or dismissal. This requires the thorough development and utilization of appraisal techniques. As a side note, in many school systems the board and administrator are developing techniques for evaluating the administrator's performance and even for evaluating board performance. While it might be some time before most schools would be at the point of including these evaluation parameters within board policies, the discussion of evaluative techniques for administrators and boards might prove to be fruitful.

8. Finally, the board has every right to expect the administrator to protect them from surprises. The administrator who thinks he can operate on the basis of "springing things" on the board should not look forward to a long and happy tenure. If the board agenda is prepared cooperatively, is well planned, and is in the hands of the board members several days before the meeting, and if thorough backup work is done before the board meeting, the board should seldom be placed in the position of deciding a critical issue with only one alternative. Boards need time to think through the problems of the schools and children and to have surprise requests "sprung" on them by the administrator is unthinkable. While board policy should allow for public participation at a regular time on the agenda, a reasonable public should not expect the board to make decisions on a critical issue on the spot without having full information at hand. Surprises may be nice on birthdays and at Christmas, but the surprise element can be debilitating when it comes to making the best possible educational decisions.

B. The rights of expectation of the administrator

1. The administrator has the right to expect that the board not only will be willing but actually will be insistent upon reaching some measure of agreement on the two R's - his role and relationship with the board. If they can mutually arrive at definitions of these and put them in writing, the way should be clear for a mutually pleasant and productive relationship. Working out the role and relationships really cannot be done for a board and administrator by anyone else. There is no hand-tailored document that could possibly fit the man, the job and the situation together. Obviously, if the board already has developed a good set of policies, these will help define the two R's and give the basis for sharpening up the expected roles and relationships. If the board does not have written policies which they and the prospective administrator (or their employed administrator) can use, then it goes without saying that the first task for the incoming administrator or the present one is that of bringing about the development of a comprehensive policy manual. However, in any case, the administrator has the right to expect that the board is going to give conscientious consideration to his policy suggestions.

2. The administrator has the right to expect board members to be neither "frog-minded" nor instant experts. The "frog-minded" are those who jump to conclusions, while the

instant experts are those who know all the answers before they understand the problems. H. L. Mencken once said: "There is always an easy solution to every human problem - neat, plausible, and wrong." The best board members recognize that there are no easy solutions. They realize that they cannot understand all the problems and functions of a school system in a relatively short time, regardless of how efficient they may be in their own job or profession. New board members particularly need to take some time before they try to change the world. Board members should not only give the administrator the time and opportunity to define and analyze the problems and come up with alternatives and recommendations, but they should in fact demand this method of operation.

3. The administrator has the right to expect that the board will direct complaints or concerns to his attention. Board members inevitably are going to be talking to their constituents but should refer any and all problems to the administrator for interpretation and possible solution. A majority of the problems usually can be settled without coming to the board for action. The board member who allows himself to become a complaint department usually winds up in a pyramiding situation that ultimately overwhelms him and may lead to his wanting to get off the board prematurely. Any competent administrator will really "get up on his ear" if board members are encouraging circuitous action on the part of school employees or on the part of the public. The good board member will realize that he does not have sufficient command of all the facts and nuances of a situation to make an individual promise of action when the basis of effective boardsmanship rests on the concept of collective judgment. Aside from the legal factor that a single board member has no authority outside of the board situation, there is more importantly the ethical consideration of regard for the administrator.

4. The administrator has the right to expect the board members to do their homework. A need for homework on the part of board members appears to be clearcut. Certainly the administrator who does a good job of putting together the agenda and supporting materials has the right to anticipate that the board members will study and review these materials prior to sitting down at the board table. Aside from studying current board materials, it is reasonable to expect that board members will familiarize themselves with current educational issues and philosophies on a broad scale and that they will see board homework as the basis for intelligent and responsible decisions. There is a form of homework which cannot always be done at home. There are times when homework can best be done collectively in a work session of the board which is intended for presentation of extensive background materials and extensive opportunity for discussion. There is even a place for executive sessions on sensitive subjects, particularly those related to personnel, when the "homework" can best be done in a private meeting with the actions coming later in a public meeting.

5. The administrator has the right to expect that board members will steer clear of factions. The board is responsible to the whole community and, although various segments of the community and individual board members may have different perspectives, the board must seek conscientiously to solve educational problems realistically for the community as a whole. If, in the extreme, a "split board" develops, no board member should expect an administrator to risk his professional career by taking sides.

6. The administrator has the right to expect to be the chief spokesman for the board and the school system. As the individual in charge of managing all aspects of the educational enterprise, the administrator should be the focal point for interpreting for the board and staff to the public. An administrator faces an impossible task if statements, press releases and communiques come from board members, staff assistants and others without coordination with and the knowledge of his office. While dialogue and discussion are vital toward the resolution of issues often faced by boards, there is nothing to be gained from fragmentary statements made by various individuals.

7. Lastly, the administrator should also have the right to expect not to be the victim of surprises. Nothing can possibly be more devastating for an administrator or more debilitating of good board-administrator relationships than to have resolutions, topics, issues, etc., presented by board members without the administrator's prior knowledge. Thinking board members would not want to make decisions on the basis of incomplete study, but when things are brought up by surprise at a meeting, the administrator does not have the opportunity to bring the necessary data before the board to allow full and complete discussion of the issue. Hence, the expectation of "no surprises" should be inherent, both on the part of the board and the administrator.

C. Summary remarks on board-administrator relationships

Perhaps the most important point concerning board and administrator expectations is not so much what is finally included in the listings but that boards and administrators should be willing to go through the process of determining them. There may be the need and justification for some private work sessions outside the court of public view where there can be all the fist-pounding necessary to hammer out agreements. The community interest and desire for a well-governed, efficiently managed, and educationally-productive school system will be better served if role expectations are clarified and agreed upon because their board and their administrator then can work harmoniously for the educational program.

ADMINISTRATOR-STAFF RELATIONSHIPS

In this guidebook, primarily designed for board members and their chief administrators, no attempt will be made to discuss the many facets of personnel selection and management. However, the board policies should broadly cover staffing patterns, staff remuneration and benefit systems, and staff selection and appointment criteria. The administrative regulations and procedures designed to implement board policies should go into detail on the processes of staffing and staff functions.

As the board's chief task is that of selecting a competent administrator, likewise the chief task of the administrator is the selection, assignment, supervision, leadership and evaluation of staff. The administrator sometimes faces a dilemma because of the duality of his role - he must be the spokesman and champion for the staff to the board while also having to be the transmitter and translator of board decisions to the staff.

The capable and talented administrator will be able to overcome any potential dilemma. First, he needs to demonstrate to the staff his sincere desire and strong effort to secure for them the climate and conditions and the materials they need to carry out their assignments. Secondly, in

implementing board actions and decisions he needs to exemplify not only tact and tolerance but also the firmness necessary to insure that the staff are functioning capably. The administrator's own professional competence and experience should provide the basis for bringing out the best in his colleagues.

The administrator should provide leadership to help staff achieve their own professional and personal goals while in harmony with meeting the educational goals of the school. A positive leadership and supervisory role involves seeking to make the best utilization of the expertise of staff members while also striving to stimulate the release of their latent or potential imagination and creativity.

An evaluative process, best developed jointly by the administrator and staff, should set forth criteria upon which to base judgments about staff performance. Both informal and formal evaluation conferences should be held during a school year - evaluations must be openly discussed by the parties involved. Peer evaluations can be valuable if the staff itself agrees to a peer judgment process.

There are volumes written about leadership, supervision, and evaluation and many research projects address these areas. All three, however, remain perplexing phenomena - they defy neat categorizations and objective measurement. There is, however, some measure of consensus that within a school system shared models for supervision and evaluation will tend to build staff morale while autocratic methods can be debilitating to a system. Thus, perhaps the best leadership for a school staff will be provided by the administrator who leads with the staff rather than for the staff.

ADMINISTRATOR-COMMUNITY RELATIONSHIPS

The point has been made heretofore under discussion of board roles that a school does have "public relations," good or bad or somewhere in between, whether or not the school board and the administrator pay any attention to community relations as such.

Assuming that the administrator serves as the chief spokesman for the board and the school, the "chemistry" which this person develops with the total school community - board, staff, pupils, parents and others - will largely determine the image of the school. There is no substitute for candor in relating to these many publics - openness in describing concerns, problems, plans and aspirations will lead toward wholesome involvement of people in achieving the purposes of the school.

Emphasis has been given to clearly set forth policies and well-developed, widely-publicized regulations and procedures as elements of effective community relations. Staff, pupil and community handbooks and bulletins based on the policies, regulations, and procedures should be readily available. Bulletins to parents, school papers and media coverage, as appropriate, can help promote understanding.

Again, however, the point needs to be emphasized that the way people feel about the school depends to a large extent on their experiences with the school. If parents and other community members are treated with courtesy and consideration by the administrator and staff; if the staff feels that the board and administrator are working well together to create the climate in which good teaching can take place; and if good teaching is actually going on, the chances are that community relations are good. If these conditions do not prevail, the administrator must assume a strong leadership role to bring them about.

The overseas school administrator, like his stateside colleagues, whether in a large school or small, often will face difficult and perplexing situations. Harmony will not always prevail - differences of

opinion with the board, the staff and the community will occur. But openness and sincerity will go far toward keeping disagreements on an issue rather than a personality basis. The world will not be shattered when everyone doesn't agree as long as the parties involved don't let disagreements fester into something which can't be reasoned with. Coping with, rather than avoiding, situations will prove to be the better course.

Finally, a good administrator must be prepared to take a courageous stand on issues. It would be well at times to test the board and community by proposing visionary programs. Unquestionably such actions might generate differences of opinion, but an honest administrator must assume that the school wants a leader, not just an errand boy.

Chapter IV
Guidelines for Policy Development

The establishment of policy has been emphasized in discussing the respective roles of board and administrators in Chapters II and III. In the bulletin *Overseas School Boards and Their Chief School Administrator*[7], Dr. Engleman stresses the importance of the policy-making function, as follows:

> Setting of policy is perhaps the board's most important function, and policy-making activities, therefore, occupy a major portion of board meeting decision-making time. Policies which have been adopted and published by the board provide the administrator and staff with guidelines they need for operating the school program. When both staff and community know board policy, misunderstandings are minimized and consistency and efficiency of operation is largely assured.

The values provided to a school system through formulation, adoption and the use of well- written policies and administrative regulations and procedures were neatly summarized in an unpublished memorandum prepared by the International School Services, 126 Alexander Street, Princeton, New Jersey 08540, dated October 1972. Established policies, according to this memorandum, serve to:

> Save time, effort, and money - Many questions arising in the governing of schools repeat themselves in various forms.
>
> Give positive direction to the Head Administrator and others charged with directing the school program by clearly defining their authority and discretion.
>
> Help to build Community support - Those whom the overseas schools serve are provided reassuring evidence of what the Board is attempting to do and why it is trying to do it.
>
> Clarify relationships between the Board of Governors and the staff and within the staff.
>
> Facilitate orderly review by the Board of Governors so that action can be kept abreast of needs.
>
> Aid evaluation of educational services - The Board of Governors is able to appraise more intelligently the services rendered when responsibility is definitely fixed.
>
> Help reduce criticisms by centering attention on clearcut statements which people are more prone to accept than personal opinions.
>
> Assure greater uniformity and fairness of treatment - Minor inconsistencies which occur naturally and easily can be eliminated, and misunderstandings due to lack of information can be substantially reduced.
>
> Reduce pressures and irritation - Individuals or groups desiring special

considerations will know that their case is decided on the basis of established policy, not momentary considerations.

Insure better informed Board of Governors and Staff - acquaintance with policies and experience in formulating them build habits of thinking in terms of policy rather than immediate issues. Study of policies speeds orientation of new Board members and staff members. This contributes greatly to the stability of an overseas school.

While different authorities may make the distinction between policies and administrative regulations and procedures in different ways, there is general agreement that policies are fundamental principles or major assumptions which set forth the goals and give direction to the school system - they define the "why" and "what" - they provide a general rule to guide the school administator and staff, broad enough to permit the exercise of judgment yet narrow enough to clearly communicate the board's intention. Regulations, sometimes referred to as "rules and regulations," and procedures enunciate the manner in which the administrator and staff will carry out policies - they define the "how," the "who," the "when" and the "where" by which policies are utilized in school operations. The board adopts the policies and the administator and staff develop regulations and procedures necessary to implement them.

The distinction and division of responsibilities may appear to be quite clear-cut. However, it is not always easy to distinguish clearly between what is a policy and what is a regulation - they tend to merge with one another. Perhaps the really important point is to insure that both policies and the regulations and the necessary implementing procedures are set out in written form - if some regulations find their way into policies no great harm will be done.

What the school system requires is clear, concise statements of its authority, purposes and functions (the constitution or articles of association), of how the board will operate (the by-laws of the board), and the directions for the administrator and staff (policies). Based on the policies the administrator and staff should develop the regulations necessary to operate the school and its programs under the adopted policies and set out the processes (procedures) which will be followed. Policies should be capable of modification through a deliberate process - "on-the-spot" or hastily-considered changes or waivers should not occur. Regulations and procedures, however, should be more flexible, permitting waiver or modification to meet specific situations as judged necessary by the administrator.

A more important distinction than that between policies and regulations is the distinction between policy making and policy administration - this distinction is basic to development of a proper working relationship between the board and its chief administrator. The board, by virtue of powers granted by the constitution or articles of association, has both the authority and the responsibility to set policy. A board also is within its recognized scope of activity when it requires the administrator to submit the regulations and procedures for review and approval. But a board will be guilty of meddling and interfering if it attempts to execute policies by dealing with details that are a part of the administrator's responsibility.

There may be boards and administrators who differ over the distinctions between policies and regulations. Such differences of judgment should not prove insurmountable if they will undertake the dialogue to determine their respective responsibilities with respect to policy making (even if some "policy" includes some "regulation") and policy administration.

Some administrators will no doubt disagree with the premise that administrative regulations and procedures should be reviewed and approved by the board. Perhaps some would agree to a review but would hold that regulations are to be made by the administrator and changed at will. While there should be considerable flexibility provided to the administrator for waiving regulations on a temporary basis and for modifying for special needs, the interests of the school operation will be better served and harmonious board-administrator relationships better assured if the administrator follows the review and approval process.

AIDS AND APPROACHES TO POLICY-MAKING

Policy-making is a continuous process for boards and administrators - it becomes a way of life. Every board has policies whether explicit or not, for every problem considered and disposed of represents a type of policy decision. Boards have inherited policy decisions from their predecessor boards. However, the board which depends on "on-the-spot" policy-making to respond to every situation which arises or on the memory of board members or the administrator to recall "our policy" will likely soon be in trouble - unhappy with itself and not well thought of by its constituents.

If the board has no formalized policy manual and is starting "from scratch," the initial task of putting together a manual will be very time-consuming. There should be considerable involvement of the staff, the community and even students in the process. Several approaches might be used, but one person, probably the chief administrator, should be in charge of the project, utilizing board and staff members in the process.

An initial step would be the review of all minutes of past board meetings and all memoranda or bulletins to board members, staff, students or parents. From these, extracts could be made of statements or decisions which guided and determined the operation of the school and which have remained in effect. Then a determination could be made as to which of such statements answer the "why" or "what" questions and should be considered policy, and which more properly are the "when," "who," "how," or "where" type which should become regulations and procedures.

Another step could involve thinking through and listing the problems which have arisen and the problems which appear likely to arise. The solutions which were offered to previous problems could then be translated into policy, or regulatory and procedural statements as appropriate.

The answer to the question of whether to take a piecemeal approach or try to do the whole task at once will be dependent on how much administrator-staff time and how much board time can be devoted to the policy project. The decision might be to select a few items for consideration and adoption at each meeting as an agenda item. However, this method probably would take a long time, and changes in the board and/or the administration might well critically delay the completion or negate previous efforts. It would be much better to do considerable review of sections of the policy manual at work sessions of the board and finally to come up with a complete manual for official adoption at a regular meeting.

If the board has a policy manual which requires extensive revision, much the same process as noted above should be followed - a person in charge, a thorough review of past policies and practices, work sessions, and final adoption. When only updating is required, or additions to meet changing situations, the administrator should be able to accomplish the task of recommending to the board with minimal difficulty.

There can be some value in reviewing policy statements from other schools in the process of initially developing or in revising policies. Some may be of interest for the coding system and structure used or for the general policy areas they suggest. Sometimes there will be statements which come so close to fitting the needs and intentions of the board that they can be adapted with little change, for in fact the problems which different boards face are sometimes strikingly similar. However, the administrator seeking to develop regulations and procedures usually will find that those of other schools, while their form and organization may be of interest, cannot readily be adapted because local operating conditions vary so widely.

Brevity and clarity in policy language should be a primary aim. Professional educators have often been accused of using language which is not intelligible to the ordinary layman or lay board member. School boards should strive to insure that policy statements can be clearly understood by those who read them. Misunderstandings and misinterpretations will arise under the best of circumstances, but they can be minimized if statements are carefully reviewed to try to make certain that they express clearly and concisely the intent of the board. "Weasel" words and "clever" language have no rightful place in board policies.

A policy manual cannot be thought of as a static document - policy-making for a board is a task that is never completed. Changing circumstances and needs demand continuous revisions, additions and deletions. This is not at all to suggest that policy should be changed at the whim of particular individuals or in response to pressures of the moment - indeed the board by-laws should specifically prohibit a policy change at a single board meeting. But policies should be reviewed periodically and carefully developed changes recommended from time to time or as new problems or changed conditions require.

There are special aids available to boards and administrators in the policy-making process. The National School Boards Association has given extensive attention to the policy-making role of school boards. In 1960 a joint committee of the National School Boards Association and the National Education Association co-chaired by Mrs. Fred A. Radke, a board member from the state of Washington and Dr. John L. Buford, issued an excellent *Reference Manual on Written School Board Policies* which is now out of print. However, from these initial efforts the NSBA moved ahead and in 1970 formed the Educational Policies Service of the National School Boards Association (see Appendix A, item 10). This service, available on a five-year membership basis at a reasonable annual cost to subscribers, provides a two-volume reference manual including a full codification system, guides for administrators and board members, a monthly newsletter, and special problem services. According to NSBA, over 3000 school districts are now using the service. The system is sophisticated and very detailed.

Croft Educational Services also pioneered in the area of school board policy-making with the Davies-Brickell system developed in the early 1960's (see Appendix A, item 11). Information on the service and its cost could be secured by writing the address shown.

For the American overseas school board and administrator Dr. Paul Orr's new publication, *A Guide to School Board Policy: The American-Sponsored Overseas School*, should prove to be particularly useful. It is a detailed and definitive guide which cites many situations familiar to overseas school boards and administrators and sets forth specific examples of policy statements (see Appendix A, Bibliography, item 12).

The board's role in policy-making should be primarily deliberative, not at the level of actual manual

preparation. Major responsibility for policy recommendations and development usually lies with the chief administrator or the administrator's designee. When initially developing a set of policies or undertaking a complete revision the time and effort required, even if a service or developed system is available as a guide, will be extensive.

The board should be prepared to provide the administrator with the resources to perform the task. This may involve providing funds for additional permanent or temporary staff. In-house staff would have the advantage of knowing much about the school, its history and its problems, and if necessary time and help is provided, should be able to do a thorough and timely job. Some systems, however, have seen fit to employ a qualified consultant who has special expertise in policy development. In either case there is a significant cost involved.

THE COMPREHENSIVE POLICY MANUAL-A RECOMMENDED APPROACH

There are many different formats and coding systems for board policy manuals recommended by various authorities. Everyone agrees that they should be carefully organized and clearly written so that they are usable and understandable. Anyone seeking information on a subject should be able to find the specific related section with comparative ease. And the manual needs to be in a durable binder which can stand handling.

Some authorities are so much concerned with emphasizing the separation of powers that they believe it to be imperative that board policies and administrative regulations and procedures be in entirely separate publications. Others recommend only one manual but recommend varying devices to distinguish between policies and regulations. One suggested method is to use different-colored pages to separate policies from regulations with the policy sheet placed first followed by a different-colored page for the regulations. Another suggested method is to underline the policy statement and to follow on the same page with the regulations. The best method for a particular board may depend largely on the recommendations of their administrator and the board perceptions.

This guidebook recommends for an overseas school that there be developed a comprehensive policy manual which includes within one set of covers the policies of the board and the administrative regulations and procedures which have been developed to put the policies into effect. This comprehensive policy manual then becomes the "bible" from which abridged separate manuals or bulletins for staff, students, and the community can be developed.

Such a comprehensive policy manual, which includes the constitution or articles of association, the board by-laws and policies, and the administrative regulations and procedures, provides the convenience of one basic reference source. This preference for a single basic manual takes into consideration the problem presented in many cases where regulations are isolated in a separate manual which may not give references to the policy being implemented. A separate regulations and procedures manual which seeks to avoid this problem by including the policy statement duplicates material unnecessarily and may create more confusion as to which is policy and which regulation.

In the comprehensive policy manual, the policy statements should precede the regulations and procedures. The policy statements for a particular section of the manual such as organization and administration, instruction, personnel, etc., should be set out completely in a codified system on white paper followed by the regulations and procedures for that section, which use the same coding system, printed on a different colored paper. This would permit extraction of the regulations and procedures if so desired.

There could be objection to the concept of a comprehensive policy manual (which might be otherwise labeled as a manual of policies, regulations and procedures) from the standpoint that it might become too large and unwieldy. However, it is not intended that this manual be reproduced and distributed widely - it is to be the basic reference manual for the board members, the chief administrator, and staff members, and be available for community reference and use.

A loose-leaf, typed master copy of the comprehensive manual should be kept in the office of the chief administrator numbered as copy number one and kept current at all times. Loose-leaf duplicated and numbered copies should be "checked out" to each board member. Other similar copies should be assigned to offices of key staff members and to each school unit where the manual may be available for reference purposes. The community should be informed of the reference manual locations and be permitted access to the manual during normal working hours. Periodically, up-date pages should be issued, numbered appropriately, and should be placed in the numbered binder by the person to whom the copy is checked out.

As noted above, the manual should be issued in loose-leaf form in a binder which identifies the manual and association on the front cover. The binder should have large rings so that the pages will turn easily and can lie flat when opened. Duplicated reproductions of the typed master copy should be on good-quality paper using a photo-copy or similar process which insures good quality.

There should be a condensed table of contents at the start of the manual showing major sections and their contents. A detailed outline-type table of contents at the start of each section based on the coding system will serve as a locator device. While a complete subject index at the end would be desirable it would not be a necessity.

Heavier paper dividers with index tabs should be used to identify each major section. A divider with a different-colored tab and on a different-colored paper should be used to separate the policies portion of a section from the regulations and procedures portion.

In Appendix E a suggested outline for a comprehensive manual has been set out in numeric code form. This outline includes an introductory section for reviewing the comprehensive manual concept, noting how to use the manual, commenting on the reference station system, and listing the reference stations. The first section is reserved for the constitution or articles of association. Following that is Section 100 which incorporates the by-laws of the board, followed by sections 200 through 900, which cover administration, instruction, pupils and pupil personnel services, instructional staff, support staff, business and support services, school-community relations, and miscellaneous, which might include facilities planning and development and other special items. Salary schedules and pay plan, specimen contract forms, the board code of ethics and copies of important forms used in the administration of the school can be included in an appendix.

Most policy manuals, because they are subject to frequent revision, do not provide page numbers. Some use a system where only one policy is put on a page, but this can create a very bulky manual. We recommend that the initial page of each policy section note that it is a policy section and show the general section heading with the numeric series indicator in the top righthand corner. For example:

Policies
201 Functions of the administration, etc.

Then the numeric designations for the items included on each page should be shown in the upper right-hand corner. For example, the second page of the administration section referenced above might include items 210-213.5, the third page items 214-223, etc. Then when pages are replaced the coding numbers can be modified as necessary. Replacement pages, however, must show the revision date, preferably in the upper left-hand corner.

The same system for page headings and page code numbering should be used for the administrative regulations and procedures portion of each section. Of course, the heading on the first page would be regulations and procedures rather than policies.

The policy statements and subsequent revisions and amendments should indicate the date of adoption. If a policy stems directly from the constitution or articles of association, or from local political subdivision requirements, it should be so noted parenthetically.

SUMMARY

Developing and keeping current policies and regulations and procedures, and particularly setting them out clearly in usable form, is a complex, time-consuming and recurring task. While there should be an attempt made to clearly differentiate between policies and regulations, some overlap is likely to occur.

If policy is to be only the very broadest of general statements, the board's concern for pupil health, for example, might simply be stated, "It is the policy of this board to exercise every reasonable precaution for the health of the pupils," and then leave everything else to regulations and procedures. However, many boards desire to exercise their judgment beyond such broad "motherhood" type statements and further express their intent as to what might be "reasonable precautions." Once having done this, the manner of carrying out the exercise of precautions should be left to administrative regulations which are subject to board review. The regulations might include requirements for physical examinations for students and teachers, procedures in the event of epidemics, etc.

Another example of a broad policy statement might be one expressing a board intent that teachers be available to assist children outside of regular school hours, or another that periodic parent-teacher conferences be provided for. In either case, the broad statement could be sufficient with the regulations then providing details such as reporting times and duty hours for teachers and schedules for periodic parent-teacher conferences.

Suffice it to say that there are no absolute right or wrong ways to make policy or regulations. There is no single outline of contents or no specific codification system which will meet all needs and desires.

There are principles which have been tested by time and the experiences of many other boards and administrators which can be of value to boards and administrators in the policy-making and policy-administration process. But the major burden of development, upkeep and implementation of policies rests with the board and administrator. How successfully they shoulder the burden may determine in large measure the effectiveness of the school program.

Chapter V

Abridged Policy Manual or Handbook

With the adoption and use of a comprehensive policy manual concept as discussed in detail in Chapter IV, and utilization of the reference station system, the development of abridged policy manuals or handbooks and special purpose bulletins is greatly simplified. Since the complete manual, including regulations and procedures, is readily available for the use of staff, students and community members at convenient locations, it should not be necessary to include the detailed policies, regulations and procedures in the abridged versions.

Some schools have used the device of summarizing board policies in the initial section of a handbook followed by the complete details of regulations and procedures. This might be particularly appropriate and useful in the case of handbooks for secondary school students where the student and parents need at hand details of curriculum, class schedules, graduation requirements, and student dress, conduct and other regulations.

Another excellent device used by many schools in manuals or handbooks is to follow a summary statement of policy or regulations with a parenthetic reference to the basic source document. For example, a summary statement of policy regarding measurement and evaluation of pupils might show a reference to the policy manual as (CPM-370). A statement summarizing regulations for field trips might show a reference to the regulations and procedures section of the policy manual as (CPM - R and P - 364 and 464.1). Both references are to the outline suggested in Appendix E.

There are schools which see fit to reproduce completely both the pertinent policy statements and regulations and procedures for a particular group such as staff or students including the coding indicators. While this can insure that all concerned have complete information, it involves considerable time and expense and should not be necessary in schools using the reference station system.

The aim of abridged manuals or handbooks should be essentially to meet the informational needs of the interested and concerned groups such as instructional staff, other school employees, pupils and parents. Many such publications include a digest of general information about the school including its history, enrollment patterns, philosophy and objectives, and an educational program summary.

Abridged policy manuals or handbooks developed in narrative summary form with references to the comprehensive policy manual, as suggested in paragraph three above, should prove to be sufficient for most overseas schools. Since these publications are digests they are easier to use and, therefore, will more likely be used than would a bulkier publication. The factor of lower cost in time and production expense will permit annual reissuance and revision.

The following sections contain a brief outline listing of items which should be included in three types of manuals or handbooks. Although these publications will probably be revised annually, they should be issued in durable stapled form because they likely will be used extensively. Pocket or standard mailing envelope size should be used to facilitate mailing to prospective staff and to prospective students and their parents. Typeset or offset reproduction will provide a legible publication which will give a good impression of the school. These publications usually have a value as public information devices beyond their primary functions and can be given rather wide distribution.

STAFF MANUAL OR HANDBOOK

A staff manual can be useful as a recruitment aid and an orientation guide as well as providing an at-hand digest of policies and regulations pertinent to staff and staff functions. One manual can contain information for both instructional and support staff since there will be some policies and regulations common to both groups and others which affect staff working relationships.

The following outline suggests items for inclusion with parenthetic references to the pertinent sections of the comprehensive policy manual outline in Appendix E:

1. Foreword by the chief administrator

2. History and development of the school

3. Philosophy and objectives

4. Organization and administration

5. Elementary school facilities and programs
   a. School year, school day, duty hours, etc.
   b. Summary of major program elements

6. Secondary school facilities and programs
   a. School year, school day, duty hours, etc.
   b. Summary of major program elements

7. Special programs and activities

8. Instructional staff
   a. General staff information (CPM-510)
   b. Employment of staff (CPM-520)
   c. Salaries and benefits (CPM-530)
   d. Duties and responsibilites (CPM-540)
   e. Employment conditions (CPM-550)
   f. Resignations and involuntary terminations (CPM-560)
   g. Role of individual staff member (CPM-570)

9. Support Staff
   a. General staff matters (CPM-610)
   b. Employment of staff (CPM-620)
   c. The classification plan (including wages and benefits) (CPM-630)
   d. Employment conditions (CPM-640)
   e. Resignations, layoffs, and involutary terminations (CPM-650)
   f. Individual staff activities and relations (CPM-660)

10. School-community relationships
    (A general summary of staff elements of CPM-800)

11. Useful information for staff
    a. Host country culture, government and politics
    b. Living conditions

c. Salary and benefits information
d. School calendar for current and following year
e. Securing visas
f. Transportation
g. Useful telephone numbers

STUDENT MANUAL OR HANDBOOK

Some schools see fit to issue separate manuals or handbooks for elementary and secondary schools. However, since parents are usually interested in reviewing student handbooks and many have students in both levels, a combined handbook appears to be more logical.

The following outline suggests items for inclusion with parenthetic references to the pertinent sections of the comprehensive policy manual outline in Appendix E:

Items 1 - 4 can be basically the same as in the staff manual.

5. Elementary school facilities and programs
   a. Facilities
   b. The curriculum (CPM-321)
   c. Organization for instruction (CPM-322)
   d. Schedules and programming (CPM-323)
   e. Progress reports and promotions (CPM-326)
   f. Pupil records (CPM-327)

6. Secondary school facilities and programs
   a. Facilities
   b - f (Same elements as b - f in elementary)
   g. Graduation requirements
   h. Accreditation (CPM-390)

7. General matters
   a. Services for exceptional children (CPM-340)
   b. Instructional materials and services (CPM-350)
   c. Extra-curricular activities (CPM-360)
   d. Measurement and evaluation (CPM-370)

8. Pupils and pupil personnel services
   a. Attendance (CPM-440)
   b. Conduct, behavior and discipline (CPM-450)
   c. Guidelines for students (CPM-460)
   d. Health and safety services (CPM-470)
   e. Specific student matters (CPM-480)
   f. Student rights and responsibilities (CPM-490)

9. Community activities relating to students
   (a general summary of student elements) (CPM-840)

10. Useful information
    a. Location of administrative offices

b. Location for services - health, counseling, etc.
c. Campus map and facilities floor plans
d. Useful telephone numbers
e. The class schedule for secondary schools
f. The school calendar
g. Transporation routes and schedules

PARENT-COMMUNITY MANUAL OR HANDBOOK

The parent-community manual or handbook can be designed with a concern for broad public information rather than emphasis on policy or administrative detail. For most of the items in the outline only summary information should be necessary. Student handbooks should be readily available to parents, and community members if desired, to provide more detailed information on educational programs and matters related to students. Parents and members of the community should be reminded in the foreword of the comprehensive policy manual concept, and the reference station locations.

It is recommended, however, that the parent-community manual or handbook contain the full text of the constitution or articles of association and of the by-laws of the board. This is information which they need to have in order to participate as members of the school association.

The following outline suggests items to be included in a parent-community handbook with parenthetic references to appropriate sections of the comprehensive policy manual outlined in Appendix E:

1. Foreword by the board chairman
2. History and development of the school
3. The constitution or articles of association
4. The by-laws of the board (CPM-100 series)
5. Administrative organization (CPM-200 series)
6. Elementary school facilities and programs (CPM-300 series)
7. Secondary school facilities and programs (CPM-300 series)
8. Pupils and pupil personnel services (CPM-400 series)
   a. Tuition and fees (CPM-410)
   b. Admission requirements (CPM-420)
   c. Attendance requirements (CPM-440)
   d. Conduct, behavior and discipline (CPM-450)
   e. Guidelines for students (CPM-460)
   f. Health and safety services (CPM-470)
   g. Specific student matters (CPM-480)
   h. Graduation requirements (CPM-430)
9. Instructional staff (CPM-500 series)

a. General staffing pattern
b. Staff qualifications and credentials
c. Duties and responsibilities

10. Support staff (CPM-600 series)
    a. General staffing pattern
    b. The classification plan, including major staff functions

11. Business services and management
    a. Budgeting and fund management
       (summary treatment of CPM-722 through 724)
    b. Plant operation and maintenance
       (Summary treatment of CPM-731)
    c. Food services
       (Summary treatment of CPM-750)
    d. Transportation
       (Summary treatment of CPM-760)

12. School-community relations
    a. Board meetings (CPM-820)
    b. Community participation (CPM-830)
    c. Community activities involving staff and students (CPM-840)
    d. Use of school facilities (CPM-850)

13. Physical facilities planning
    a. Needs assessment (CPM-911)
    b. Determining program requirements (CPM-912)

14. Useful information
    a. Location of administrative offices
    b. Location for services - health, counseling, etc.
    c. Campus map and facilities floor plans
    d. Useful telephone numbers
    e. The class schedule for secondary schools
    f. The school calendar
    g. Transportation routes and schedules

PERIODIC INFORMATIONAL BULLETINS AND SPECIAL NOTICES

Administrators usually develop systematic procedures for providing current information to staff and students through daily or other periodic bulletins. A bulletin issued to staff and the community following each board meeting summarizing important discussions and actions should prove to be helpful in fostering good relations.

Bulletins sent home to parents via students can be useful information tools but should not be depended upon to convey important information - sometimes they don't get home, or when they do they are so mutilated as to be of little value.

Important information which all parents should have, such as transportation schedules, may need to be sent by direct mail. Information relating specifically to a parent or student problem can best be

conveyed by a personal contact, in person or by phone. Notifications which need to be a matter of record such as fee collection notices or warnings of suspension or expulsion should be finally given in writing, even if a personal contact has been made, with appropriate copies filed.

The total informational and reporting needs of the school system may require a variety of informational devices other than handbooks and bulletins. Sometimes important information has to be repeated in several ways. It is generally conceded that providing too much information is far better than providing too little. A good board and a competent administrator will develop a "feel" for whether needed information is getting through.

APPENDICES

Appendix A - Bibliography

Appendix B - Footnotes

Appendix C - National School Boards Association Code of Ethics

Appendix D - Guidelines for New Members

Appendix E - Suggested Outline for a Comprehensive Policy Manual

Appendix A

BIBLIOGRAPHY

1. **Overseas School Boards and Their Chief School Administrators**, a pamphlet by Finis E. Engleman, published by Office of Overseas Schools, Department of State, Washington, D.C., April 1974.

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3. **The Board Member and the School Head in an Overseas School**, by Elizabeth Bole Eddison, Council of Overseas Schools, Inc., 392 Fifth Avenue, New York, New York 10018, 1967.

4. **Orientation Guide**, International School of Kuala Lumper, 464 Jalan Maxwell 10-02, Kuala Lumpur, Malaysia, 1974.

5. **A Manual for Alaska School Boards**, by Don M. Dafoe, State Department of Education, Juneau, Alaska 99811, 1969. (Out of print, but a revised edition is available through the Alaska Department of Education, Juneau, Alaska 99811.)

6. **Selecting the Chief Administrative Officer of an American-Sponsored Overseas School**, prepared by Finis E. Engleman, Association for the Advancement of International Education, 31 Nob View Circle, Little Rock, Arkansas 72205, 1974.

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8. **The School Board Meeting**, National School Public Relations Association, 1201 Sixteenth Street NW, Washington, D. C. 20036, 1970.

9. **Policies for Improving School Board Meetings**, The National School Boards Association, State National Bank Plaza, Evanston, Illinois 6020l, 1970.

10. **The School Board Policy Project, a Service to School Districts**, Educational Policies Service, National School Boards Association, State National Bank Plaza, Evanston, Illinois 60201, 1975.

11. **How to Develop School Board Policies and Administrative Regulations**, by Daniel R. Davies and Henry M. Brickell, Croft Educational Services, 100 Garfield Avenue, New London, Connecticut, 1962.

12. **A Guide to School Board Policy: The American-Sponsored Overseas School**, by Paul Glenn Orr, Center for International Education, Massachusetts State College System, 1976.

Appendix B

FOOTNOTES

1. American Elementary and Secondary Community Schools Abroad, pp. 7-9.
2. Overseas School Boards and Their Chief School Administrators, pp. 1-3.
3. *Ibid.* 1, pp. 37-41.
4. A Manual for Alaska School Boards, p. 8.
5. The Board Member and the School Head in an Overseas School, p. 16.
6. Local School Boards: Organization and Practices, p. 1.
7. *Ibid.* 2, p.9.

Appendix C

NATIONAL SCHOOL BOARDS ASSOCIATION
CODE OF ETHICS

As a member of my local board of education I will strive to improve public education, and to that end I will:

Attend all regularly scheduled board meetings insofar as possible, and become informed concerning the issues to be considered at those meetings;

Recognize that I should endeavor to make policy decisions only after full discussion at publicly held board meetings;

Render all decisions based on the available facts and my independent judgment, and refuse to surrender that judment to individuals or special interest groups;

Encourage the free expression of opinion by all board members, and seek systematic communications between the board and students, staff, and all elements of the community;

Work with other board members to establish effective board policies and to delegate authority for the administration of the schools to the superintendent;

Communicate to other board members and the superintendent expressions of public reaction to board policies and school programs;

Inform myself about current educational issues by individual study and through participation in programs providing needed information, such as those sponsored by my state and national school boards associations;

Support the employment of those persons best qualified to serve as school staff, and insist on a regular and impartial evaluation of all staff;

Avoid being placed in a position of conflict of interest, and refrain from using my board position for personal or partisan gain;

Take no private action that will compromise the board or administration, and respect the confidentiality of information that is privileged under applicable law; and

Remember always that my first and greatest concern must be the educational welfare of the students attending the public schools.

Adopted by the Board of Directors
National School Boards Association
October 9, 1975

Appendix D

GUIDELINES FOR NEW MEMBERS

(Adopted by the Northern Virginia Regional School Board Association)

1. REMEMBER THAT THE ONLY AUTHORITY YOU POSSESS LIES IN THE CORPORATE ACTION OF THE BOARD. Unless specifically delegated to you by the board as a whole, you possess, as an individual member of the board, no legal authority.

2. "GO SLOW" IN THE BEGINNING - ESPECIALLY IF YOU HAVE COME ON THE BOARD TO "REFORM IT." The chances are you will feel a lot differently about a good many things six months after you are on the board.

3. DO NOT LET YOUR DIFFERENCES OF OPINION ON POLICY WITH OTHER MEMBERS OF THE BOARD DEGENERATE INTO PERSONALITY CONFLICTS AND CLIQUES. Nothing is so devastating to good board procedures as a situation where one member votes FOR a measure simply because another votes AGAINST it.

4. DON'T TALK TOO MUCH. YOU MAY ACQUIRE A REPUATION FOR WISDOM BEYOND YOUR MERIT SIMPLY BY NOT SAYING THE WRONG THING AT THE WRONG MOMENT.

5. IF POSSIBLE KEEP OUT OF THE QUICKSAND OF TEACHER-PERSONNEL PROBLEMS. The board has hired a superintendent and his staff to take that responsibility.

6. GIVE THE SUPERINTENDENT AND HIS STAFF YOUR PUBLIC SUPPORT. Except in unusual and mitigating circumstances, the superintendent has the right to expect this. After all, he was hired by a majority vote of the board. To undermine him subsequently with criticism is officially unethical.

7. WELCOME PEOPLE WHO COME TO SEE YOU ABOUT SCHOOL PROBLEMS. IF THE PROBLEM IS A CONTROVERSIAL ONE, REMEMBER, HOWEVER, THAT IN ALL PROBABILITY YOU ARE HEARING ONLY ONE SIDE OF THE STORY.

8. MAKE A REAL EFFORT TO BE INFORMED. SCHOOL BUSINESS IS ALWAYS IMPORTANT BUSINESS.

9. YOUR VALUE TO THE BOARD WILL INCREASE IF, IN ADDITION TO BUILDING A BROAD BASE OF KNOWLEDGE, YOU WILL ACQUIRE ADDITIONAL INFORMATION IN SOME SPECIALIZED FIELD. This will develop naturally from your own interests. The specialized field you choose may be, for example, economy in new school construction, the school health program, music and arts, the athletic program, or the instructional field.

10. ACCEPT YOUR JOB ON THE SCHOOL BOARD AS ONE OF RESPONSIBLE LEADERSHIP IN THE COMMUNITY. Recognize it as a key spot in public relations. You will be expected to attend and participate intelligently in innumerable public meetings on school affairs. This is more than an opportunity. With your wider knowledge and broader viewpoint, you, as a member of the school board, have an obligation to interpret school affairs to an interested public.

You can clear away doubts, misconceptions, and misunderstandings. You can do more than to merely inform the public. You can help formulate public opinion and create thereby an active, intelligent and strong public support for the school.

Appendix E

SUGGESTED OUTLINE FOR A COMPREHENSIVE POLICY MANUAL

The outline which follows contains the major items usually covered in a comprehensive policy manual. Local conditions or needs might require more items or more detail, but the numeric system is flexible enough to accommodate additions.

An abridged outline listing only the initial left-hand code and heading could be used as a table of contents for the manual. Then at the beginning of each major section, 100 through 900, an outline including at least the first and second codes, and preferably the third, should be included to serve as a locator device for both the policies and regulations and procedures.

The regulations and procedures portion of each section of the manual should follow the same numeric code but will require more sub-section detail. However, the basic outline at the start of the section will serve adequately as a locator device for the regulations and procedures portion.

This outline assumes a middle ground between the extremes of only the broadest of policy statements on the one hand and combined policies and regulations on the other. It provides latitude for the board to express its intent in reasonable depth yet leaves implementation details to administrative regulations and procedures. While some third-column numeric headings are included, it is recommended that development of the detail for third-column headings generally be accomplished in the regulations and procedures.

Outline

Table of Contents

Introduction by board chairman and chief administrator

Constitution or Articles of Association

Section 100 - By-Laws for the Board of Directors

(An annotated outline for this section was provided in Chapter I of this guidebook.)

Section 200 - School Administration

201 Functions of the school administration

210 The chief administrator
- 211 Qualifications
- 212 Appointment - method and term
- 213 Board-administrator relationship
  - 213.1 Executive officer of the board
  - 213.2 Spokesman for the board and school

214 Specific duties and responsibilities
214.1 Preparation of board agenda

220 Administrative organization
221 Organizational chart
221.1 Line and staff relations
222 Councils and committees
222.1 Ad hoc committees
222.2 Permanent councils or committees
223 Preparation and review of administrative regulations and procedures
223.1 Responsibility for
223.2 Internal procedures
223.3 Board review
224 Administrator-staff communications

230 Central administrative staff
231 (Position)
231.1 (Major functions)
(List others as 232,233,etc.)

240 Unit administrative personnel
241 Principals
241.1 Qualifications
241.2 Appointment
241.3 Major duties and responsibilities
(Skeleton list only with detail left to regulations and procedures.)
242 Head teachers
243 Coordinators or specialists

250 Meeting emergency situations
251 Governmental crises or emergencies
252 Epidemics
253 Natural disasters

Section 300 - Instructional Programs

301 Philosophy and objectives

310 Organizational plan

320 Elementary school programs
321 The curriculum
321.1 Program of studies
(Broad outline only)
321.2 Curriculum development
321.3 Controversial issues
322 Organization for instruction
322.1 Classroom organization and management
322.2 Methods and techniques
(Broad references only)

323 Schedules and programming
- 323.1 School year
- 323.2 School day

324 Released time

325 Special events or ceremonies

326 Progress reports and promotions
- 326.1 Grading systems
- 326.2 Promotion criteria

327 Pupil records
- 327.1 Basic requirements
- 327.2 Access to parents
- 327.3 Release of records

330 Secondary school programs
(The same outline elements as above should be included; however, a section on graduation requirements should be added.)

340 Special services for exceptional children
- 341 Aims
- 342 Scope

350 Instructional materials and services
- 351 Textbooks selection
- 352 Other materials and equipment
- 353 Student supplies

360 Extra-curricular activities
- 361 School clubs
- 362 Sports and athletics
- 363 Interscholastic competition
- 364 Field trips

370 Measurement and evaluation

380 Relationships with host country instructional organizations and programs

390 Accreditation

Section 400 - Pupils and Pupil Personnel Services

401 Philosophy and objectives for pupil personnel administration

410 Tuition and fees
- 411 Elementary
- 412 Secondary

420 Admission requirements
- 421 American students
  - 421.1 Age requirements
- 422 Host country students

422.1 Language requirements
422.2 Other requirements
423 Third country nationals
423.1 Language requirements
423.2 Other requirements

430 Graduation requirements - secondary

440 Attendance
441 Minimum requirements
442 Parental responsibility for
443 Records and reporting
444 Truancy
445 Suspension of pupils
446 Expulsion of pupils

450 Conduct, behavior and discipline
451 Expectations for pupils
452 Parental responsibility for
453 Uniform discipline policy

460 Guidelines for students
461 Student dress
462 Conduct in buildings or on grounds
462.1 Smoking
462.2 Use of drugs
463 Bus conduct
464 Off-campus conduct
464.1 Trips or excursions
465 Leaving school grounds during the day
466 Damage to school property
466.1 Pupil liability
466.2 Parental liability

470 Health and safety services
471 Health examinations
472 Protection from contagious diseases
473 In-school health services
474 Emergency treatment
475 Playground safety
475.1 Playground supervision
476 Safety checks
477 Fire prevention
478 Vehicular safety
478.1 Buses
478.2 Automobiles
(student use and parking would be covered in regulations)
478.3 Bicycles
479 School lunch services

480 Specific student matters
- 481 Student government
- 482 Married students
- 483 Pregnant students
- 484 Secret clubs
- 485 Student and class gifts
- 486 Special fees
- 487 Personal religious observance
- 488 Fund-raising programs
- 489 School pictures

490 Student rights and responsibilities
(Elements of 440, 450, and 460 might be reaffirmed here, along with emphasis on what students have a right to expect.)

Section 500 - Instructional staff

501 Staffing philosophy and aims

510 General staff matters
- 511 Personnel records
- 512 Staffing patterns
- 513 Staff development programs
- 514 Nepotism
- 515 Supervision of staff
- 516 Evaluation of staff
- 517 Staff grievances
- 518 Staff travel for school purposes
- 519 Relations with host country

520 Employment of staff
- 521 Qualifications and credentials
- 522 Recruitment and selection
  - 522.1 Stateside hires
  - 522.2 Local hires
- 523 Board approval
- 524 Staff contracts
  (Include a copy in the appendix.)
- 525 Special requirements or conditions
  - 525.1 Health examinations
  - 525.2 Visas
- 526 Orientation

530 Salaries and benefits
- 531 Salary schedules
  (Include a copy in the appendix.)
- 532 Fringe benefits
  - 532.1 Insurance
  - 532.2 Retirement
  - 532.3 Tax shelters

533 Special allowances
533.1 Housing
533.2 Transportation
534 Sick leave
535 Personal leave
536 Emergency leave
537 Maternity leave
538 Sabbatical leave

540 Duties and responsibilities
541 General
542 Extra class activities
543 Committee and staff work
544 Professional growth
545 Ethical conduct
546 Classroom care and management
547 Observance of rules and regulations

550 Employment conditions
551 Contract year
552 School day
553 Teaching load
554 Extra-curricular assignments
555 Supervision of playgrounds, lunchrooms
556 Academic freedom
557 Teacher aides
558 Assignments and transfers
559 Absences

560 Resignations and involuntary terminations
561 Resignations
561.1 Filing time, etc.
562 Involuntary terminations
562.1 Grounds
562.2 Time and manner of notification
562.3 Right to appeal
562.4 Board review

570 Role of the individual staff member
571 Tutoring
572 Non-school employment
573 Soliciting, selling or collecting
574 Participation in community life
575 Conflict of interest
576 Right to criticize
577 Observation of channels
578 Political or religious activities

580 Employment of substitutes
581 Responsibility for

582 Qualifications
583 Remuneration

Section 600 - Support Staff

601 Staffing philosophy and aims

610 General staff matters
- 611 Personnel records
- 612 Staffing patterns
- 613 Staff development programs
- 614 Nepotism
- 615 Supervision of staff
- 616 Evaluation of staff
- 617 Staff grievances
- 618 Staff travel for school purposes
- 619 Relations with host country

620 Employment of staff
- 621 Recruitment and selection
- 622 Appointment
  - 622.1 Permanent
  - 622.2 Temporary
- 623 Special requirements or conditions
  - 623.1 Health examinations
  - 623.2 Host country requirements

630 The classification plan
(Include the plan in the appendix.)
- 631 Responsibility for development
- 632 Position titles and specifications
- 633 Method of determining placement on the plan
- 634 Wages and benefits
- 635 Performance ratings
- 636 Reclassifications
- 637 Promotions
- 638 Maintenance of the plan

640 Employment conditions
- 641 Time schedules
  - 641.1 Work day, work week
  - 641.2 Overtime
  - 641.3 Payroll reporting
  - 641.4 Payroll periods
- 642 Holidays
- 643 Leave privileges
- 644 Assignments and transfers
- 645 Orientation programs
- 646 Career development opportunities
- 647 Leave privileges

- 648 Absenses
- 649 Substitutes

650 Resignations, layoffs and involuntary terminations
- 651 Resignations
- 652 Layoffs
- 653 Involuntary terminations
  - 653.1 Grounds
  - 653.2 Time and manner of notification
  - 653.3 Right of appeal
  - 653.4 Board review
- 654 Temporary suspension from duty

660 Individual activities and relations
- 661 With instructional staff
- 662 With students
- 663 Soliciting, selling or collecting
- 664 Ethical conduct
- 665 Conflict of interest
- 666 Political or religious activities

Section 700 - Business and Support Services

701 Philosophy and aims

710 Staff organization
(List positions and major functions.)

720 Finance and financial management
- 721 Responsibility for
  - 721.1 Board responsibility
  - 721.1 Chief administrator's responsibility
  - 721.3 Chief finance officer's process
- 722 The budget and budgetary process
  - 722.1 Defining program objectives
  - 722.2 Planning and assessment of needs
  - 722.3 Basic budget contents
  - 722.4 Preparation of the document
  - 722.5 Presentation to the board
  - 722.6 Review and adoption
  - 722.7 Budget management and control
    - a. Periodic reports to the board
    - b. Elements and points of control
- 723 Income
  - 723.1 Establishment of tuition and fee schedules
  - 723.2 Payment schedules
  - 723.3 Collection procedures
  - 723.4 Penalties for late or non-payment
- 724 Management of funds
  - 724.1 Banking requirements

724.2 Investments
725 Payroll Management
725.1 For professional and instructional staff
725.2 For support staff
726 Purchasing and contracting
726.1 Procuring goods or services
726.2 Bid or proposal requirements
726.3 Approvals required
(Procedures should be detailed in the regulations and procedures.)
726.4 Conflict of interest
727 Special funds management
727.1 Special fees or assessments
727.2 Transportation receipts
727.3 Activity funds
727.4 Capital funds
727.5 Lunch Funds
727.6 Petty cash funds
728 Accounting and reporting
728.1 Chart of accounts
728.2 Financial reports
728.3 Audits
a. Internal
b. Independent
729 Insurance coverage and management

730 Buildings, grounds and equipment
731 Plant operation and maintenance
731.1 Responsibility for
(Details should be in regulations and procedures.)
731.2 Safety
731.3 Security
732 Real property
732.1 Acquisition
732.2 Disposition
732.3 Care of physical assets
732.4 Insurance coverage
733 Equipment
733.1 Maintenance of
733.2 Inventories
733.3 Security for
733.4 Safety checks

740 Supply management
741 Responsibility for
742 Inventories

750 Food Services
751 Responsibility for

752 Facilities
752.1 Health standards

760 School transportation
761 Responsibility for
762 Arrangements for services
762.1 School owned
762.2 Contracted
763 Standards of service
763.1 Safety factors
764 Routes and schedules
764.1 Responsibility for
(Since these will change periodically, all details should be left to administrative determination.)

Section 800 - School-Community Relations

801 Philosophy and objectives

810 Public information responsibilities
811 Of the board
812 Of the chief administrator
813 Of the staff
814 Information devices

820 Board meetings and the community
821 Announcement of meetings
822 Attendance encouraged
823 Appearances before the board
(Also treated in the board by-laws.)

830 Community participation in school affairs
831 Advisory committees
831.1 Guidelines for
832 Individuals as resource persons
833 Parent-teacher associations
834 Gifts and donations

840 Community activities involving staff and students
841 Programs sponsored by the community or an outside agency
842 Political or religious activities
843 Gifts to school personnel
844 Fund raising activities
845 Contests and awarding of prizes

850 Use of school facilities
851 General requirements
852 Fee schedules

860 Relations with host country agencies

861 Governmental
862 Civic or social
863 Other schools

Section 900 - Miscellaneous

910 Physical facilities planning
911 Needs assessment
911.1 Enrollment forecasts
912 Determining program requirements
913 Estimating costs
914 Exploring methods of financing

920 Securing architectural and engineering services

930 Contracting for construction
931 Bidding
932 Performance and payment bonds
933 Supervision and inspection

940 Acceptance of completed project

Appendix

The appendix should have an initial sheet listing the contents. It should contain items which are too voluminous or detailed for inclusion in the body of policies or regulations and procedures such as: specimen staff contract, professional and instructional staff salary schedules, details of fringe benefit packages, support staff classification plan and wages and benefits, and a copy of the school budget.

The above outline is considerably less detailed than those of large stateside school districts, yet it covers the major governance and management requirements which most overseas schools must face. Smaller schools may consider even this outline to be too extensive; however, the areas covered are those normally encountered in any school operation, regardless or size. It is intended only as a guide.